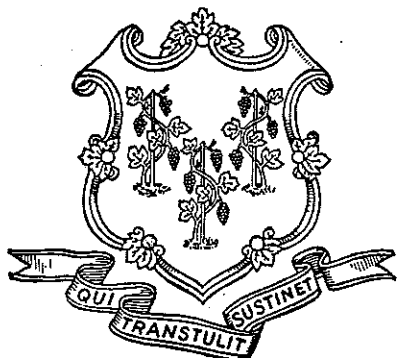


SHERIFFS

Connecticut
General Assembly



LEGISLATIVE
PROGRAM REVIEW
AND
INVESTIGATIONS
COMMITTEE

FEBRUARY 1994

**CONNECTICUT GENERAL ASSEMBLY
LEGISLATIVE PROGRAM REVIEW AND INVESTIGATIONS COMMITTEE**

The Legislative Program Review and Investigations Committee is a joint, bipartisan, statutory committee of the Connecticut General Assembly. It was established in 1972 to evaluate the efficiency, effectiveness, and statutory compliance of selected state agencies and programs, recommending remedies where needed. In 1975, the General Assembly expanded the committee's function to include investigations, and during the 1977 session added responsibility for "sunset" (automatic program termination) performance reviews. The committee was given authority to raise and report bills in 1985.

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CONNECTICUT SHERIFFS SYSTEM

**LEGISLATIVE PROGRAM REVIEW AND INVESTIGATIONS
COMMITTEE**

FEBRUARY 1994

TABLE OF CONTENTS

EXECUTIVE SUMMARY	i
INTRODUCTION	1
I. BACKGROUND	3
History of Sheriffs	4
Characteristics of the Counties	6
County Sheriffs Associations	8
II. ROLES OF STATE AGENCIES	9
County Sheriffs Agency	9
Sheriffs' Advisory Board	12
Judicial Department	13
Department of Correction	14
Office of the Comptroller	15
III. HIGH SHERIFFS AND CHIEF DEPUTY SHERIFFS	17
Powers and Duties	17
Conditions of Holding Office	18
Compensation	19
Activities	20
IV. SPECIAL DEPUTY SHERIFFS	21
Staffing Levels	21
Qualifications	22
Training and Assignments	25
Categories of Work	27
Length of Workday	31
Supervision	31
Compensation	33

V.	DEPUTY SHERIFFS	35
	Number of Appointees	35
	Qualifications	36
	Training	36
	Supervision	39
	Activities	39
	Fee Schedules	41
	Income	43
	Other Process Servers	45
VI.	OTHER STATES	47
	Federal System	49
VII.	RECOMMENDATIONS	51
	Sheriffs' Advisory Board	51
	Special Deputy Sheriffs	52
	Deputy Sheriffs	53
	Service of Process	54
	Earnings	56
	High Sheriffs	57

APPENDICES

- A. Responses to survey of special deputy sheriffs
- B. Responses to survey of deputy sheriffs
- C. Responses to survey of law firms
- D. Court Activity Data by County
- E. Descriptions of County Sheriffs Associations
- F. Affirmative Action Data by County
- G. Party Affiliation Data by County

EXECUTIVE SUMMARY

Sheriffs in Connecticut are responsible for providing security at courthouses and serving legal papers. The current system evolved from the transfer of responsibility for jails to the Department of Correction in the late 1960s and the creation of the unified trial court system in the late 1970s. The sheriffs operate in a decentralized manner, with policies and procedures varying among the eight counties. The sheriffs are the only governmental function in Connecticut that is still provided along county lines.

There are four major types of sheriffs: *high sheriffs*, who are elected under the state constitution; *deputy sheriffs*, who are appointed by the high sheriffs to serve civil process; *chief deputy sheriffs*, one per county selected by the high sheriff to act in his or her absence, illness, or disability; and *special deputy sheriffs*, who perform courthouse security and prisoner transportation functions.

The high sheriffs and chief deputy sheriffs receive statutory salaries. In addition, they and all other deputy sheriffs are paid statutorily established fees, depending on the specific type of service of process work they perform. Special deputy sheriffs are paid statutorily established per diem payments for each day they work at a courthouse.

The five-member *Sheriffs' Advisory Board* is statutorily responsible for administering the transportation and security system. State General Fund dollars pay for those functions through the *County Sheriffs Agency*, which is attached to the Office of the Comptroller for administrative purposes only.

The total General Fund cost for the security and transportation activities of the sheriffs system in state fiscal year 1993 was nearly \$18.2 million. The gross revenue collected by sheriffs for service of process related work in calendar year 1992 totaled \$11.1 million.

In March 1993, the Legislative Program Review and Investigations Committee voted to study the activities and costs associated with the functions performed by all of the different types of sheriffs. The Sheriffs' Advisory Board was also to be reviewed.

By statute, the high sheriff in each county is limited to a specific number of deputy sheriff appointments. The reason for fixing the number by law is unclear, and the numbers have been increased at various times. Alternatively, an unlimited number of special deputy sheriffs can be appointed, but the number who will be paid for work at the courts on any given day is limited by the funds available for per diem payments.

State law requires the Sheriffs' Advisory Board to establish minimum qualifications and develop standardized tests regarding the qualifications, fitness, and ability of applicants for the position of special deputy sheriff. As of January 1994, the advisory board had failed to carry out its statutory responsibilities.

Several high sheriffs indicated they select individuals with skills or experience appropriate to the job, but the current system has no explicit statewide standards for special deputy sheriffs. The program review committee believes mandatory physical standards and training should exist for all new appointees who will be performing court security and transportation functions.

The ability of a high sheriff to terminate a deputy or special deputy sheriff "at will" once the person has been appointed is unclear. Individual counties have disciplinary procedures, but no written, statewide policy on dismissals currently exists. The program review committee believes appointees should only be terminated for "just cause."

In several counties, reference documents concerning service of process are on file in the offices of the high sheriffs. In the remaining counties, no specific reference book is available. The program review committee believes it is important to have a document available that indicates the proper method of performing service of process, including the filing requirements and deadlines for the various types of work.

The amount of work a deputy sheriff performs to levy an execution may have no relation to the size of the judgment. The fee for such work is a specified percentage, but there is no limit on the total amount a deputy sheriff can receive. The program review committee believes it is appropriate to establish a maximum limit that compensates a deputy sheriff for his or her work, but which ensures the person awarded the judgment actually receives most of the award.

Elected, constitutional officers are provided with state cars. Traditionally, the high sheriffs have been allowed to use the cars to perform all types of service of process work because such work is a statutory duty. The program review committee believes it is appropriate to require the sheriffs to reimburse the state for all use of the vehicle, including service of process work, not directly related to the performance of functions specifically for the state of Connecticut.

At least some counties have "honorary" sheriffs, who may or may not have a badge, but who do not perform any of the duties of a deputy or special deputy sheriff. The program review committee believes it is important that the title sheriff be reserved for those individuals who actually have the appointive authority to perform the tasks the public expects of sheriffs.

The current administrative structure of the sheriffs system, including the receipt of fees and per diems only when work is performed, is less costly than other alternatives. For example, the state would spend at least \$4 million more annually for fringe benefits, if the personnel currently performing security and transportation functions were employed directly by the state rather than being hired as vendors.

Due to the current financial constraints on the state's budget, the program review committee does not believe it is feasible to propose a major restructuring of the sheriffs system at this time. However, to ensure the system remains responsive to the needs of the state, the program review committee believes the changes listed below should be made.

RECOMMENDATIONS

Sheriffs' Advisory Board

1. The Sheriffs' Advisory Board shall be eliminated, effective June 1, 1995.

Special Deputy Sheriffs

2. C.G.S. Sec. 6-43 shall be amended to clarify that the appointment of a special deputy sheriff can only be terminated prior to the completion of the current four-year term of a high sheriff for "just cause," based on the person's performance of his or her assigned duties.
3. Newly hired personnel for courthouse security and prisoner transportation positions, i.e., special deputy sheriffs, shall be required to meet minimum experience requirements and mandatory physical fitness standards (including health and agility) as well as successfully complete a mandatory training program. Persons already working as special deputy sheriffs shall be grandfathered in.

Deputy Sheriffs

4. C.G.S. Sec. 6-38 shall be amended to delete the limits on the number of deputy sheriff appointments each high sheriff can make.
5. C.G.S. Sec. 6-45 shall be amended to clarify that the appointment of a deputy sheriff can only be terminated prior to the completion of the current four-year term of a high sheriff for "just cause" based on the person's performance of his or her assigned duties.
6. C.G.S. Sec. 6-44 ("Appointment of special deputies upon application.") shall be repealed.

Service of Process

7. The Judicial Department, in consultation with the high sheriffs, shall develop a reference manual for deputy sheriffs covering, at a minimum, service of process and wage, bank, and property executions. The manual shall be ready by January 1, 1995.
8. C.G.S. Sec. 52-261(6) shall be amended to allow a deputy sheriff to continue to collect 10 percent of the execution amount, but to limit the maximum amount that can be collected to \$10,000 and C.G.S. Sec. 52-261a(7) be amended to allow a deputy sheriff to continue to collect 3 percent of the execution amount, but to limit the maximum amount that can be collected to \$10,000.

9. C.G.S. Sec. 6-35 shall be amended to require any sheriff or deputy sheriff who collects money on behalf of a person to turn over the money within 30 days, even if it is only a portion of the total amount to be collected.

Earnings

10. C.G.S. Sec. 1-83, regarding the filing of reports with the State Ethics Commission, shall be amended to clarify that high sheriffs and deputy sheriffs must provide information about both taxable and nontaxable income earned in their capacity as sheriffs or deputy sheriffs. In addition, the statute should require the provision of detailed information about expenses incurred.

High Sheriffs

11. The high sheriffs shall be required to reimburse the state for all use of their state provided automobiles that is for personal business, including the performance of all service of process work for nonstate agencies.
12. The high sheriffs shall be prohibited from appointing "honorary" or nonworking" deputies.

INTRODUCTION

Sheriffs in Connecticut are responsible for providing security at courthouses and serving legal papers. The sheriffs system operates in a decentralized manner, with policies and procedures varying among the eight counties. The sheriffs are the only governmental function that is still provided along county lines.

The state court system produces most of the sheriffs' work. It is organized by judicial districts, some of which include towns from more than one county. The demands of the system have changed considerably in the 30 years since the role of the sheriffs was altered by the abolition of county government. In the 1960s, a multi-tier court system existed, court sessions were not held during July or August, and some courthouses were only open a few days a week during the rest of the year. In 1978, the courts were merged into the unified trial court system that exists today. Courts now operate daily, excluding holidays.

The total General Fund cost for the security and transportation activities of the sheriffs system in state fiscal year 1993 was nearly \$18.2 million. The gross revenue collected by sheriffs for service of process related work in calendar year 1992 was nearly \$11.1 million.

Scope

In March 1993, the Legislative Program Review and Investigations Committee (LPR&IC) voted to study the activities and costs associated with the different functions performed by sheriffs. The committee was interested in the functions performed by high sheriffs, chief deputy sheriffs, deputy sheriffs, and special deputy sheriffs. The role of the Sheriffs' Advisory Board was also to be reviewed.

Methodology

Most of the descriptive information about the activities of the sheriffs within the individual counties was obtained from interviews with each of the eight high sheriffs. Committee staff also toured courthouse facilities in six counties, observed courthouse security and transportation activities in one large county for a full day, spent portions of two days observing the service of process in two counties, one large and one small, and attended two training classes.

Budget and full-time equivalent staffing data were obtained from the central office of the County Sheriffs Agency, and supplemental information was provided by each county. Payroll and salary data were acquired from the Office of the Comptroller.

In order to obtain information from individual deputy and special deputy sheriffs, questionnaires were mailed directly to everyone listed as an appointee in the spring of 1993. Nearly half (48 percent) of the 725 special deputies receiving surveys and 56 percent of the 236

deputy sheriffs receiving surveys returned the questionnaires. The committee also sent a survey to a random sample of 156 law firms in the state, asking for their perceptions of the service of process work performed by deputy sheriffs. The response rate for that survey was 56 percent.

A public hearing on the sheriffs system was held in September 1993. Information about the private sheriffs' associations in each county was obtained from a representative of each association. Committee staff also examined income reports filed with the State Ethics Commission, reviewed campaign contribution reports from the 1990 election for high sheriff on file at the Office of the Secretary of State, and examined voter registration records for the appointees of the high sheriffs.

Report Format

This report is divided into seven chapters. Chapter I provides brief definitions of the individuals and entities involved in the sheriffs system in Connecticut and presents descriptive information about the eight counties. Chapters II through V describe the current activities of the high sheriffs and chief deputy sheriffs, the County Sheriffs Agency and the Sheriffs' Advisory Board, special deputy sheriffs, and deputy sheriffs. Information about other states and the federal marshals system is presented in Chapter VI. The committee's recommendations regarding the sheriffs system are presented in Chapter VII.

Appendices A, B, and C contain the results of the three questionnaires distributed by the program review committee. Appendix D contains detailed information about court activity in each county, and Appendix E summarizes information about the individual sheriffs' associations. Appendix F contains detailed affirmative action data for each county, while Appendix G presents information about the party affiliations of deputy and special deputy sheriff appointees.

Agency Comments

It is the policy of the Legislative Program Review and Investigations Committee to provide agencies subject to a study with an opportunity to review and comment on the recommendations prior to the publication of the final report. The eight high sheriffs and the agencies represented on the Sheriffs' Advisory Board were given that opportunity. None chose to submit formal responses.

CHAPTER I

BACKGROUND

There are four major types of sheriffs in Connecticut. Individuals elected under the state constitution are simply called "sheriffs." To distinguish them from other types of sheriffs, they are usually called *high sheriffs*. There is one in each of the eight counties. They are elected by the voters every four years and take office on the first day of June following their election.

The constitution is silent about the duties of the high sheriffs. By statute, they may serve process,¹ conserve the peace, and suppress riots, unlawful assemblies, and breach of the peace. The high sheriff may command any person to assist him or her in the execution of the office.

Also by statute (C.G.S. Secs. 6-37 and 6-38), each high sheriff may appoint a specified number of individuals to serve as *deputy sheriffs*. These people have the same powers as the high sheriff to serve civil process. Each one is responsible for his or her own performance in the execution of such service. Deputy sheriffs are also known as "paper sheriffs."

Each high sheriff selects one deputy sheriff to serve as *chief deputy sheriff*. This individual, in the absence, illness, or disability of the sheriff, by his or her direction, or in the event of a vacancy, exercises the powers and performs the duties of the high sheriff.

High sheriffs can appoint an unlimited number of people to serve as *special deputy sheriffs*. However, the number of people who actually work on any given day is limited by the state funding the county is authorized to receive for personnel. Special deputy sheriffs perform courthouse security and prisoner transportation functions.

The *Sheriffs' Advisory Board* is statutorily responsible for administering "a prisoner transportation and courthouse security system." (C.G.S. Sec. 6-32a) It has five-members: two high sheriffs, selected by the high sheriffs themselves; the commissioner of correction; the chief court administrator; and the comptroller. Each member must designate an alternate.

State General Fund dollars pay for the court security and prisoner transportation functions of the sheriffs system through the *County Sheriffs Agency*, which is attached to the Office of the Comptroller for administrative purposes only. The central office staff of the agency handles

¹ According to *Black's Law Dictionary* (Fifth Edition, 1979, p. 1227) the term "service" means the "exhibition or delivery of a writ, summons and complaint, criminal summons, notice, order, etc. by an authorized person, to a person who is thereby officially notified of some action or proceeding in which he is concerned, and is thereby advised or warned of some action or step which he is commanded to take or to forbear." The term "service of process" means delivering or leaving the document with the party who ought to receive it. In Connecticut, sheriffs may also handle bank, wage, and property executions, evictions, and the collection of delinquent taxes.

budgeting, payroll, and purchasing functions for the counties. Other employees of the agency are assigned to the counties as administrative staff for the high sheriffs.

Table I-1 lists the number of people holding appointments as deputy and special deputy sheriffs in each county as well as the number of staff actually working on a typical day. The table also summarizes state FY 93 expenditures for each county and the central office.

TABLE I-1. Staffing and Budget of the Sheriffs System, by County.					
County	No. Deputy Sheriff Appointees (August 1993)	No. Special Deputy Sheriff Appointees (August 1993)	FTE Special Deputies Working¹	No. General Fund Employees²	State FY 93 Expenditures
Fairfield	48	154	124	4	\$3,380,068
Hartford	64	221	182	4	\$5,826,368 ³
Litchfield	17	27	20	3	\$709,245
Middlesex	9	40	22	2	\$633,651
New Haven	55	145	137	4	\$3,225,679
New London	21	50	42	4	\$1,263,277
Tolland	16	33	18	3	\$548,880
Windham	8	22	20	3	\$572,122
Ctrl Office	NA	NA	NA	7	\$415,427
Total	238	692	565	34	\$16,574,717 ⁴
¹ Full-time equivalent (FTE) workers, based on those working at courthouses on August 25, 1993. ² Includes the high sheriffs and chief deputy sheriffs because they receive state funded salaries. ³ Includes operation of a 24-hour jail facility. ⁴ Does not include nearly \$1.6 million in fringe benefit costs (\$1.25 million of which is the cost of social security and unemployment insurance for special deputy sheriffs) and \$20,000 in workers' compensation costs paid by the state with funds outside of the County Sheriffs Agency budget. Sources: Individual high sheriffs and the County Sheriffs Agency.					

History of Sheriffs

In Connecticut, the position of high sheriff dates back to colonial days. The Code of 1650 of the General Court of Connecticut allowed "the marshall" to collect specified fees for the service of executions and attachments as well as designating him the collector of fines for breaches of law. In 1698, marshals became "sheriffs."

In 1722, sheriffs were given the duty of conserving the peace and could command people as needed to help them perform their duties. Two years later, each sheriff became responsible for the jail in his county, with the right to appoint people as "keepers". In 1766, limits were placed on the number of deputies high sheriffs could appoint, although on special occasions they could use other people as well. Until the early 1800s, sheriffs were appointed, jointly or solely by the governor and the General Assembly, depending on the year. A constitutional amendment adopted in October 1838 established elections as the process for selecting high sheriffs.

The role of the modern high sheriff began changing in 1960. County government was abolished that year, and the state took over jurisdiction of the jails. Initially, sheriffs remained involved in operating the facilities under the direction of the state jail administrator. In 1967, legislation changed the jails into community correctional centers under the Department of Correction (DOC). This relieved the sheriffs of around-the-clock responsibility for prisoners.²

In 1980, Public Act (P.A.) 80-394 established a three-member Sheriffs' Advisory Board and gave it responsibility for administering a prisoner transportation and courthouse security system. However, the board was not given any jurisdiction over deputy sheriffs who serve process, and the eight county high sheriffs continued as independently elected officials.

That same act created a new category of worker called a "court security officer." These individuals were to be appointed by the high sheriffs from lists of people certified as qualified for the position by the Department of Administrative Services (DAS). These officers were to operate the prisoner transportation and courthouse security system under the jurisdiction of the advisory board. Appointees had to meet qualifications specified in regulations adopted by DAS and successfully complete 80 hours of training. No court security officer could also serve as a deputy sheriff.

Only about 30 court security officers were ever hired. In 1984, the position was eliminated. People employed on July 1, 1984, continued as appointees, but with the title "special deputy sheriff," which had no specified job requirements.

Public Act 89-272 increased the membership of the Sheriffs' Advisory Board to five, while P.A. 91-12 required the board to establish minimum qualifications and testing procedures for courthouse security personnel. Public Act 92-61 excluded special deputy sheriffs from the provisions of the state retirement and personnel acts and state employee collective bargaining.

A variety of laws adopted during the 1980s affected deputy sheriffs. The number of deputies the Hartford and Fairfield county high sheriffs could appoint was increased, and annual income filings with the State Ethics Commission became mandatory. Other legislation concerned service of process, evictions, and bank executions.

² Currently, sheriffs in two counties operate 24-hour lock-ups to hold prisoners taken into custody by municipal police departments. The facility in Hartford opened in 1989 when the courthouse on Lafayette St. opened. The New Haven facility on Union Ave. was taken over from the Department of Correction in July 1993.

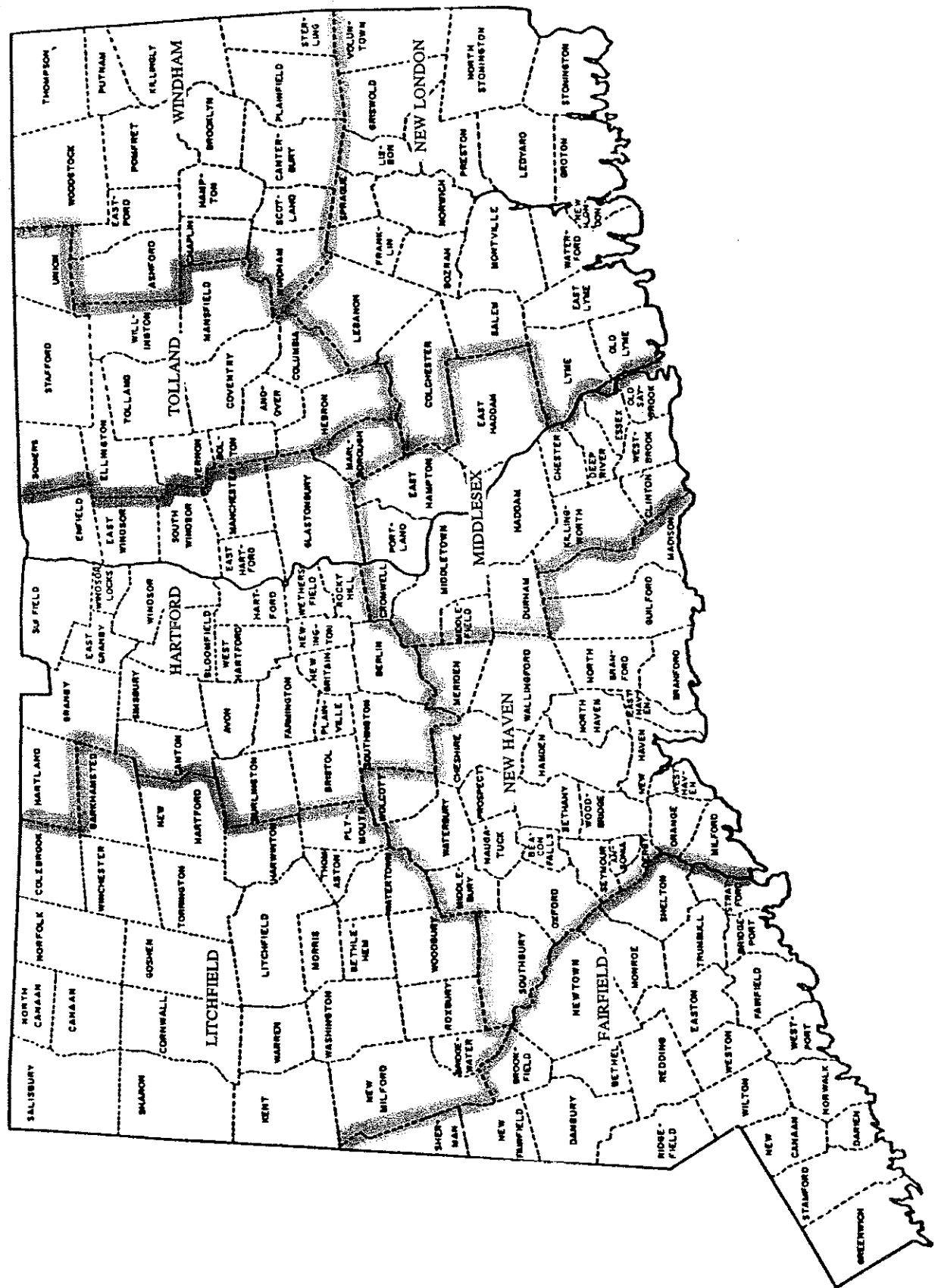
Characteristics of the Counties

There are eight counties in Connecticut. The towns contained in each are specified in C.G.S. Sec. 6-1. The boundaries have been the same since 1785. (See Figure I-1.) Although the county governance system no longer exists, sheriffs are still elected on the basis of the county lines.

Table I-2 contains information about characteristics of the counties related to the work performed by the different types of sheriffs, including the size, population, and number of court facilities. Summary information about court activity is presented in the table; more detailed data are provided in Appendix D.

TABLE I-2. Characteristics of the Counties.							
County	No. of Towns	1990 Popula.	Square Miles	No. and Location of Courthouses	No. of Court-rooms	New Cases FY 92	No. of Trials FY 92
Fairfield	23	827,645	633	10 sites in 4 towns: 3 in Bridgeport, 3 in Stamford, 2 in Norwalk, and 2 in Danbury	55	117,464	3,723
Hartford	29	851,783	740	12 sites in 7 towns: 5 in Hartford, 2 in New Britain, 1 in Manchester, 1 in Enfield, 1 in West Hartford, 1 in Bristol, and 1 in Plainville	51	153,983	2,650
Litchfield	26	174,092	938	3 sites in 2 towns: 2 in Litchfield and 1 in Torrington	6	17,441	746
Middlesex	15	143,196	374	3 sites: all in Middletown	8	26,331	671
New Haven	27	804,219	610	11 sites in 5 towns: 3 in New Haven, 2 in Meriden, 1 in Milford, 1 in Derby, and 4 in Waterbury	52	163,550	3,938
New London	21	254,957	672	4 sites in 3 towns: 2 in New London, 1 in Norwich, 1 in Montville	16	49,433	1,378
Tolland	13	128,699	416	3 sites: all in Vernon	5	18,563	743
Windham	15	102,525	516	5 sites in 3 towns: 3 in Windham, 1 in Killingly, and 1 in Putnam	6	16,720	467
Sources: Connecticut State Data Center, <i>Connecticut 1990 Census Complete Count Data - Part A</i> ; Rosalind Levenson, <i>County Government in Connecticut - Its History and Demise</i> ; offices of the high sheriffs; and <i>Report of the Connecticut Judicial Department, 1990-92</i> .							

FIGURE I-1. Boundaries of the Eight Counties in Connecticut.



County Sheriffs Associations

Nine private sheriffs organizations exist in Connecticut. A statewide group, the Connecticut Sheriffs Association, is composed solely of the high sheriffs. It provides the eight elected sheriffs with a forum to discuss issues of concern statewide. Meetings are held as needed, and the number of high sheriffs in attendance varies.

Each county has its own association, with a name that includes the name of the particular county. Both deputy and special deputy sheriffs belong to the associations in all of the counties, but the voting privileges of each differ in some of the associations. The dues structure, meeting schedule, and the role of the high sheriff also differ considerably from county to county. Detailed information about each of the eight county associations is presented in Appendix E.

These private associations are indirect participants in the sheriffs system. They are not under the control of the state nor do they receive any state funding. However, the associations do serve as a mechanism for the distribution of information in each county. They also offer training programs for deputy and special deputy sheriffs.

CHAPTER II

ROLES OF STATE AGENCIES

State funding for the sheriffs system is listed in the state budget under the heading "County Sheriffs Agency." The agency description in the 1993-1995 Governor's budget is: "to provide for the safe operation of the courts, the effective, incident-free movement of prisoners within the eight counties of the state, and the operation of overnight prisoner holding centers."

The performance of these functions is affected by the actions of other agencies, particularly the Judicial Department and the Department of Correction. Information about all of those agencies as well as the Office of the Comptroller are presented in this chapter.

County Sheriffs Agency

There are six full-time General Fund employees assigned to the central office of the County Sheriffs Agency, which is located in Hartford. They include a fiscal administrative manager, a fiscal administrative supervisor, a fiscal administrative officer, an accountant career trainee, and two payroll clerks. There is also a trainer, a part-time retiree pool position.

Central office staff is responsible for preparing the budget and entering biweekly payroll data on the comptroller's computer system for the eight counties. This staff also handles purchasing, inventory control, accounts payable, workers' compensation, and accident reports.

The trainer provides orientation classes for new special deputy sheriffs as well as certification and recertification classes for personnel from any county that requests it. He keeps the counties informed about training films and other materials available through the central office, and maintains a computerized inventory of the training each special deputy receives.

Limited information about the individual counties is kept at the central office. Time sheets for all permanent employees and special deputies are on file. In addition, each county is supposed to file monthly reports on vehicle mileage and the number of prisoners transported.

Eleven General Fund employees are assigned to work at courthouses in the individual counties. They answer the telephone for the high sheriff's office, handle correspondence, and prepare paperwork required by the central office in areas such as payroll and purchasing. Fairfield, Hartford, New Haven, and New London counties each have two administrative staff. Litchfield, Tolland, and Windham counties each have one administrative assistant. Middlesex county has not had an administrative position for a couple of years, but it is scheduled to receive one in 1994 when the new courthouse in Middletown opens.

Budget data. The County Sheriffs Agency budget is based on data from the eight high sheriffs and the Judicial Department. Each county is asked to provide the central office staff

with information about changes in staffing or equipment needs related to security at the courthouses. Information about new facilities or renovations to existing courthouses is obtained from Judicial Department staff. Statistical projections for the level of court business expected during the period covered by the budget are also requested.

The County Sheriffs Agency uses the same budget forms and follows the same process as any other state agency. Permanent full-time central office staff prepares all budget documents, and the Sheriffs' Advisory Board approves the actual request. The budget request is submitted to the Office of Policy and Management; the Appropriations Committee reviews the governor's recommendation. The actual appropriation is contained in the final budget adopted by the full General Assembly.

The sheriffs budget lists expenditures for courthouse security, prisoner transportation, and support services, but it does not break out spending by county. Table II-1 shows statewide staffing and fiscal information from state FY 88 through FY 95.

TABLE II-1. Budget Data for County Sheriffs Agency, State Fiscal Years 1988 - 1995.

	Actual FY 88	Actual FY 89	Actual FY 90	Actual FY 91	Actual FY 92	Actual FY 93	Approp FY 94	Approp FY 95
Permanent full-time positions	7/14/88 33	7/27/89 33	7/26/90 34	6/27/91 33	7/09/92 31	33	35	35
Other positions equated to full time	diff listing	not listed	not listed	551	547	547	674	677
Courthouse security	\$6.1M	\$7.9M	\$11.6M	\$13.1M	\$13.0M	\$13.0M	\$14.5M	\$15.0M
Prisoner transport	\$1.1M	\$1.3M	\$2.1M	\$2.3M	\$2.3M	\$2.6M	\$2.5M	\$2.6M
Support services	\$1.0M	\$1.1M	\$1.1M	\$1.1M	\$1.1M	\$1.1M	\$1.3M	\$1.3M
General Fund Total*	\$8.2M	\$10.3M	\$14.7M	\$16.6M	\$16.4M	\$16.6M	\$18.3M	\$18.9M
Bond Fund	--	--	--	\$23,387	\$13,019	--	--	--
Percent Change		25.6%	42.7%	12.9%	-1.2%	1.2%	10.2%	3.3%

M = millions * Numbers in the columns may not total exactly due to rounding.

Note: In FY 88, the per diem rate for all special deputy sheriffs was \$60. Between July 1, 1988 and January 1, 1990, separate per diem rates were set for different duties, and the amounts increased in four steps, bringing the pay to its current levels (\$100-\$135). These changes combined with a slight increase in full-time equivalent staffing levels resulted in the budget doubling in three years.

Sources: Governor's budgets, FY 90 through FY 93, County Sheriffs Agency, and Office of Fiscal Analysis, *Connecticut State Budget 1993-95*.

The permanent full-time position category listed in Table II-1 includes the high sheriffs, the chief deputy sheriffs, the central office staff, and the administrative staff assigned to each county. As is the case for most state agencies, payments for fringe benefits such as health insurance and pensions are made by the comptroller's office out of its budget. In addition, the state's share of social security payments, unemployment insurance, and workers compensation for both General Fund employees and special deputy sheriffs are paid by the comptroller.

The breakdown of the funds and staff for each county occurs after the County Sheriffs Agency receives its allocation for the new fiscal year. If cuts have been made in the total budget requested, generally each county's individual request will be cut by the same percentage. However, if one county has a strong specific need, it would be cut less.

Table II-2 shows state FY 93 expenditures for personnel, training, and other expenses for the individual counties as well as the central office. Hartford was the only county operating a 24-hour lock-up facility during the period covered by these data.

TABLE II-2. State FY 93 County Expenditures, by Category.				
County	Personnel¹	Other Expenses²	Training	Total
Fairfield	\$3,283,432	\$76,421	\$20,215	\$3,380,068
Hartford	\$5,538,424	\$263,479	\$24,465	\$5,826,368
Litchfield	\$659,250	\$39,569	\$10,426	\$709,245
Middlesex	\$592,035	\$29,356	\$12,260	\$633,651
New Haven	\$3,138,639	\$69,960	\$17,080	\$3,225,678
New London	\$1,197,288	\$54,864	\$11,125	\$1,263,277
Tolland	\$510,903	\$29,962	\$8,015	\$548,880
Windham	\$534,889	\$32,833	\$4,400	\$572,122
Central Office	\$245,620	\$165,825	\$3,982	\$415,427
Total	\$15,700,480	\$762,269	\$111,968	\$16,574,717
¹ Includes statutory salaries, General Fund positions, and per diem payments				
² Includes items such as motor vehicle related costs, supplies, laundry, travel, data processing, etc.				
Source: County Sheriffs Agency.				

At the beginning of the fiscal year, central office staff develops a biweekly payment schedule, based on the money available. Throughout the year, expenditures are monitored, and every two weeks, the high sheriffs are notified of the dollars available for that pay period.

Based on the money available, each high sheriff decides how many special deputies to use on a given day. Staffing levels can change during the year in response to the requirements at the various courthouses. Each county is limited to a specified number of supervisory positions payable at the supervisors per diem rate. Funds for additional special deputies in the event of a high risk trial are kept in a centralized account, allocated on a case-by-case basis. Deputy sheriffs do not receive money from the County Sheriffs Agency budget unless they perform security functions at a courthouse.

Funds for supplies and equipment are handled through the sheriffs central office. Each county is budgeted a certain amount each year, but there is flexibility to shift funds between counties if a need arises. Funds for "motor vehicle repairs," "transportation of persons" (ambulances for injured prisoners), and "rentals" (vans obtained from the state central fleet when assigned vehicles are in for repairs) are managed centrally.

Sheriffs' Advisory Board

The Sheriffs' Advisory Board was established in 1980 to administer a prisoner transportation and courthouse security system. As noted earlier, two high sheriffs, the commissioner of correction, the chief court administrator, and the comptroller sit on the board.

The two high sheriffs on the board are selected by the eight high sheriffs in a manner determined by them. One of the high sheriffs is designated to serve as board chairperson, and the other as vice-chairperson. The terms of the chairperson and vice-chairperson are coterminous with the term of the governor, or until successors are chosen, whichever is later.

The chairperson designates one high sheriff as a deputy, to exercise the powers and duties of the office in the case of absence or disqualification; such deputy serves at the pleasure of the chairperson. The vice-chairperson also designates a high sheriff as an alternate. The other three board members each designate an alternate to serve at the pleasure of the appointing member.

All members of the board serve without compensation. They can be compensated for "necessary expenses incurred in the performance of their duties as board members." For administrative purposes only, the board is located in the Office of the Comptroller.

The powers and duties of the advisory board are described in C.G.S. Sec. 6-32b. Specifically, the board shall:

- cooperate with the Department of Public Works and other state agencies on behalf of the high sheriffs and the prisoner transportation and courthouse security system;
- establish and administer a training program for deputy sheriffs and special deputy sheriffs;

- establish operating procedures for the prisoner transportation and courthouse security system, and direct its activities, as required for efficient coordination among the high sheriffs;
- receive appropriations for the high sheriffs and the operation of the prisoner transportation and courthouse security system, and allocate the appropriations among the high sheriffs;
- receive and expend moneys in the form of gifts, bequests, state appropriations, and grants;
- submit annually to the governor a report on the activities of the board during the preceding year;
- maintain complete records of all prisoner movements undertaken by the high sheriffs;
- establish minimum qualifications for courthouse security personnel, develop a standardized test to determine the qualifications, fitness, and ability of applicants to perform the duties of such personnel, conduct an investigation of the background of each applicant, and require each applicant to undergo a physical exam, including a stress test; and
- develop and administer a training program for courthouse security personnel.

There are no specified meeting requirements for the Sheriffs' Advisory Board. Meetings occur on a variable basis. In the early 1980s, the board met two to four times a year. Except 1987, when there were only three meetings, from 1984 to 1989, the board met at least five times a year and seven times one year. It has met infrequently since then. There were two meetings in 1990 and in 1993, and one meeting each year in 1991 and 1992.

During the past few years, most meetings of the board have been for the purpose of approving the County Sheriffs Agency budget. The two meetings held in 1993 were called on short notice solely for the purpose of approving a contract for the New Haven county high sheriff to take over operation of the Union Avenue jail in New Haven.

Judicial Department

Under the current system, responsibility for court security is divided between the Judicial Department and the sheriffs. The department receives funding to pay for security equipment and structural changes at the courthouses, while the sheriffs provide the personnel to perform security tasks.

Under C.G.S. Sec. 51-9, the chief court administrator of the Judicial Department is responsible for supervising the care and control of all property where the department is the primary occupant. Judicial Department employees are involved in decisions about the location, design, and remodeling of buildings as well as the maintenance, cleaning, and security of courthouse facilities. The department receives funding in its budget to pay for security equipment and structural changes to improve the security of the courthouses.

In 1988, the Judicial Department established a task force to review its security needs. One result of the task force's work was the development of a *Security Manual*, which was completed in June 1989 and distributed departmentwide later that year.

To facilitate communication between the Judicial Department, the sheriffs, and others concerned about security at the courthouses, security committees were established in each of the 12 judicial districts. Each committee includes the administrative judge for the district, the trial court administrator for the district, supervisors from the various units located within the courthouses in the district (such as the state's attorney's office, the public defender's office, the clerk's office, and the maintenance unit) as well as a representative of the high sheriff's office.

The security committees met monthly when they were established in 1990. Now they meet as needed to discuss security issues in their respective districts. One of the first assignments of each committee was verification of data about the physical characteristics of the various facilities in their district. They were also asked to develop emergency plans for the courthouses.

On an ongoing basis, presiding judges may discuss courtroom staffing needs with the sheriff's office. The *Security Manual* also contains suggested minimum staffing levels for special deputy sheriffs, which several high sheriffs indicated they use as a guideline. However, the final decision as to how many special deputy sheriffs will be assigned to a specific location is up to the high sheriff.

The Judicial Department also has a Statewide Security Committee. There are seven members: a judge, the chief state's attorney, the chief public defender, the director of administrative services for the court, the director of court operations, the director of court facilities, and the high sheriff who is chairperson of the Sheriffs' Advisory Board. The group meets three times a year to discuss security issues of statewide concern.

The chief court administrator has been a member of the Sheriffs' Advisory Board since it was created in 1980. He or a designee has been present at nearly every meeting of the board. Three people have represented the department at board meetings since its establishment.

Department of Correction

The sheriffs system interacts regularly with the Department of Correction because most pre-trial prisoners are held at DOC centers while they are awaiting trial, and sentenced offenders

are turned over to the custody of the department for service of their sentence. Most of the people transported by special deputy sheriffs are picked up at and/or returned to Department of Correction facilities.

The locations of facilities used by the Department of Correction to house pre-trial prisoners and the specific procedures used to transfer custody of prisoners between the sheriffs and DOC personnel affect the workload of the sheriffs system. Special deputy sheriffs also work with DOC correctional officers when they bring an incarcerated prisoner to a courthouse for an appearance.

The commissioner of correction is one of the three original members of the Sheriffs' Advisory Board. A designee of the commissioner has attended most meetings of the board since its creation. Four people have represented the department at board meetings since 1980.

Office of the Comptroller

The role of the Office of the Comptroller is limited with respect to the operations of the sheriffs. The state funded portion of the sheriffs system was placed under the comptroller for administrative purposes as of October 1, 1989. Since that time, there has been very little contact between staff in the comptroller's office and staff for the county sheriffs.

In 1989, the comptroller was also added as a member of the Sheriffs' Advisory Board. Four representatives of the comptroller have attended the six board meetings held since then.

CHAPTER III

HIGH SHERIFFS and CHIEF DEPUTY SHERIFFS

High sheriffs are constitutional officers, but their powers and duties are described in statute. The role is the same in each county. By law, the high sheriff may delegate certain tasks to special deputy sheriffs, while deputy sheriffs are specifically authorized to perform other functions of the high sheriff. The chief deputy sheriff is the person authorized to act when the high sheriff is not present.

Powers and Duties

The major powers and duties of a high sheriff, as specified in C.G.S. Sections 6-29 through 6-48, are:

- receive process, execute it promptly, and make "true" return;
- give receipts without charge when requested for all civil process delivered to him or her to be served;
- pay 5 percent interest per month on any money collected on behalf of a person and not paid to him or her within 15 calendar days;
- be responsible for transporting male prisoners between courthouses within the county and community correction centers as well as other places of confinement;
- be responsible for transporting adult female prisoners between courthouses within the county and community correction centers;
- be responsible for the custody of prisoners at courthouses within the county, except lock-ups operated by the local police;
- appoint deputies with the same powers to serve civil process, and appoint one of the deputies as the chief deputy to act in the absence of the high sheriff;
- in case of riot or civil commotion, for prevention or investigation of crime, or when needed for attendance at court, appoint special deputy sheriffs, who have all the powers of the sheriff except as to service of process;

- upon application by governmental entities or corporations, appoint certain deputies with the powers of deputy sheriffs except as to service of process; and
- if sued on account of the fault of a deputy sheriff, may recover \$15 on the bond of the deputy in addition to any amount paid on account of the default.

The narrative in the Governor's 1993-95 budget describes other responsibilities of the high sheriff. The duties are related to courthouse security and prisoner transportation functions, which are funded by state money. Specifically, the high sheriff is expected to:

- select, train, and supervise special deputy sheriffs;
- act as liaison with judicial staff, presiding judges for the judicial district, public defenders and prosecutors, and wardens at correctional facilities;
- develop and install emergency action plans for courthouses within his or her county;
- bring concerns and problems to the attention of the Sheriffs' Advisory Board for resolution; and
- investigate the use of force and other incidents that involve special deputy sheriffs assigned to the courthouse and prisoner transportation programs.

Each high sheriff has considerable discretion regarding the policies established for operations in his or her county. The Sheriffs' Advisory Board began developing a Policy and Procedures Manual in 1988. However, the 11 topics covered to date are primarily related to the fiscal controls and safety issues that apply to all state agencies (e.g., Purchasing Procedures, Inventory and Property, Travel, State Vehicle Use, Fire/Emergency Plan). Policies on other topics, such as the use of weapons, differ among the eight counties.

Conditions of Holding Office

Each high sheriff must execute a \$10,000 bond. It is payable to the state, conditioned on the faithful discharge of the duties of the office and to answer all damages that may be sustained by malfeasance, wrongdoing, misfeasance, or neglect. High sheriffs must carry personal liability insurance in the amount of \$100,000 for damages caused by their acts in the performance of official duties to one person or property, and in the amount of \$300,000 for damages to more than one person or property.

The state constitution (Article Fourth, Sec. 25) specifies sheriffs "shall be removable by the general assembly." If a sheriff dies, resigns, or is removed from office by the General Assembly, the governor may fill the vacancy until such time as the General Assembly fills it.

Under C.G.S. Sec. 6-36, the General Assembly is required to remove from office any high sheriff who: "(1) knowingly demands or receives illegal fees for serving process, (2) illegally detains any money collected by him or (3) refuses to satisfy an execution issued against him". C.G.S. Sec. 6-46 requires the Superior Court in the county where the high sheriff holds office "on the information of the state's attorney," to remove from office any high sheriff who "demands or receives any compensation from any deputy." Such person is disqualified from ever holding the office of high sheriff again.

Compensation

The state pays each high sheriff a statutory salary (C.G.S. Sec. 6-33) as compensation for the performance of all duties required by law, except the service of civil process. The salaries vary, depending on the size of the county. High sheriffs are considered to be on duty 24 hours a day; they are not required to keep attendance records. They receive health insurance benefits and participate in the state retirement system like other state employees.

The state pays each chief deputy sheriff a statutory salary (C.G.S. Sec. 6-40) and provides the same benefits package as that given to the high sheriff. Chief deputy sheriffs are also eligible to receive per diems for the performance of courthouse security duties for the days they are present at a courthouse. Table III-1 lists the current statutory salaries of the high sheriffs and the chief deputy sheriffs.

TABLE III-1. Salaries of the High Sheriffs and Chief Deputy Sheriffs.		
County	High Sheriff	Chief Deputy Sheriff
Fairfield	\$37,000	\$11,000 (+ \$100 per diem for each day worked at courthouse)
Hartford	\$37,000	\$11,000 (+ \$100 per diem for each day worked at courthouse)
Litchfield	\$35,000	\$10,500 (+ \$100 per diem for each day worked at courthouse)
Middlesex	\$35,000	\$10,500 (+ \$100 per diem for each day worked at courthouse)
New Haven	\$37,000	\$11,000 (+ \$100 per diem for each day worked at courthouse)
New London	\$37,000	\$11,000 (+ \$100 per diem for each day worked at courthouse)
Tolland	\$35,000	\$10,500 (+ \$100 per diem for each day worked at courthouse)
Windham	\$35,000	\$10,500 (+ \$100 per diem for each day worked at courthouse)
NOTE: All of these individuals are also statutorily eligible to earn service of process fees. However, in New London county, the current high sheriff prohibits his chief deputy from serving papers.		

Any service of process work, executions, or collection of delinquent taxes by a high sheriff or chief deputy sheriff is paid at the same rate as that paid to any deputy sheriff. These fees are set out in various statutes, depending on the specific action involved. High sheriffs and chief deputy sheriffs are required to file an "Annual Statement of Income" with the State Ethics Commission by May 1 of each year for the previous calendar year.

Activities

Table III-2 summarizes the most common activities performed by the high sheriffs on a regular basis. Although all have a role in the administration of courthouse security, most use their chief deputy sheriffs as the day-to-day supervisors of courthouse personnel and operations.

TABLE III-2. Activities of the High Sheriffs and Chief Deputy Sheriffs.				
County	General Role of High Sheriff	Service of Process by High Sheriff	Courthouse Visits by High Sheriff	Role of Chief Deputy Sheriff
Fairfield	Deals with problems, answers questions; teaches classes to deputy sheriffs; lectures at Univ of Brdgpt	only serves a small amount of paper	visits courts monthly	oversees day-to-day court operations with "chief of court security"
Hartford	half to three-quarters of time is spent on administrative duties related to court operations	25 % of time spent solely on serving papers	periodic (surprise) visits	oversees court activities with "supervising special deputy"
Litchfield	3/4 time at courthouse -- develops administrative procedures, confers with chief deputy on operations, performs special investigations	about 25 % of time	on-site 75 % of day (visits both Litchfield courthouses)	responsible for supervision of courts on a day-to-day basis
Middlesex	management role; answers questions on service of process; chair, Sheriffs' Advisory Board	serves very little process	regularly visits courts	involved in supervising court operations and service of process work
New Haven	administrative work; has daily contact with deputy and special sheriffs; chair, CT Sheriffs Assoc	mostly serves papers from out-of-state	walks around New Haven courts daily	manages day-to-day court and prisoner transportation activities
New London	administrative tasks; meet briefly every day with chief deputy and more extensively weekly	occasionally serves papers	visits courts a few days per week	runs court operations on day-to-day basis
Tolland	at courthouse daily; works with new deputy sheriffs; investigates problems	mostly serves papers from out-of-state	walks through courts several times a day	present at courts daily
Windham	administrative work; handles complaints	does not serve papers	makes regular rounds	rotates among different courts as needed
Source: Interviews with individual high sheriffs.				

CHAPTER IV

SPECIAL DEPUTY SHERIFFS

Special deputy sheriffs are appointed by the high sheriff in each county to work in that county. They transport prisoners from correctional facilities to the courthouses and back, guard prisoners in the cell block area and in courtrooms, monitor metal detectors, escort prisoners from holding areas to courtrooms and back, accompany jurors to and from courtrooms, and provide general security in the courthouse and adjacent grounds.

Staffing Levels

Under C.G.S. Sec. 6-43, special deputy sheriffs serve "as long as the sheriff appointing them deems necessary." In practice, the high sheriffs make one-year appointments, which are renewable annually. There are no limits on the number of individuals a high sheriff may appoint as a special deputy sheriff.

The actual number of people paid to perform the work of special deputies on any given day, however, is limited by the amount of General Fund dollars available to the county. Allocations are based on the number of courthouses, the layout of the courts, the number of judges, and the nature of the cases likely to be heard.

Deputy sheriffs may work at courthouses, performing the same functions as special deputies. They receive per diem payments for each day of work and are included in any count of full-time equivalent staff.

During the first four months of 1993, 685 different people received per diem wages on one or more days. Some worked only a few days, while others worked nearly every day. In Table IV-1, the number of FTE positions funded for February 1993 is compared with the number of different people who worked in each county from January through April 1993. The number of paid workers who were deputy sheriffs is also shown.

TABLE IV-1. People Working as Special Deputies.			
County	FTE levels Feb '93	Peo. receiving per diems, Jan-Apr'93	Deputy sheriffs receiving per diems, Jan-Apr'93
Frflld	124.6	163	7 + chief deputy
Htfd	178.8	224	2 + chief deputy
Lchfld	21.6	27	chief deputy
Mdlx	20.4	31	0*
NHvn	119.4	140	chief deputy
NLndn	39.7	52	chief deputy
Tllnd	16.3	23	5 + chief deputy
Wndm	17.7	25	2 + chief deputy
Total	538.5	685	23
* During this period, the chief deputy position was vacant.			
Sources: <i>Report of Full-Time Equivalent Staff by Courthouse, March 1993</i> and the May 14, 1993 payroll list from Office of the Comptroller.			

A certain number of FTE positions is assigned to each county at the start of the fiscal year. Generally, a county remains at the same staffing level throughout the year, but the renovation or opening of a courthouse or a high risk trial can affect staffing. If more staff are needed than originally budgeted, partial year funding of additional FTEs may be available. When increased demands occur unexpectedly, the county itself must try to reallocate its resources. If another county experiences decreased demand, funding may be shifted from one county to another.

In August 1993, 692 individuals held appointments as special deputy sheriffs statewide. The racial and gender composition of the appointees in each county differed. The percentage of female special deputies per county ranged from 8 percent to 30 percent. Statewide, 12 percent of the appointees were female. The percentage of Black and Hispanic special deputy sheriffs ranged from 3 percent to 23 percent, with a statewide total of 18 percent. Table IV-2 presents data by county and for the state as a whole. (See Appendix F for more detailed affirmative action information for each county.)

TABLE IV-2. Racial and Gender Data for Individuals Holding Appointments as Special Deputy Sheriffs (August 1993).											
County	Total No.	MALES					FEMALES				
		Wht	Blk	Hisp	Othr	Total*	Wht	Blk	Hisp	Othr	Total*
Frflld	154	69%	10%	7%	--	86%	10%	2%	3%	--	14%
Htfd	221	73%	11%	8%	--	92%	4%	2%	2%	--	8%
Lchfld	27	67%	4%	--	--	70%	30%	--	--	--	30%
Mdlsx	40	75%	8%	3%	3%	88%	13%	--	--	--	13%
NHvn	145	78%	10%	1%	--	90%	10%	1%	--	--	10%
NLndn	50	74%	6%	2%	2%	84%	10%	4%	2%	--	16%
Tlnd	33	88%	3%	--	--	91%	9%	--	--	--	9%
Wndm	22	77%	5%	--	--	82%	18%	--	--	--	18%
Total	692	74%	9%	5%	<1%	88%	9%	2%	2%	--	12%
* Numbers may not total exactly, due to rounding.											
Source: Correspondence from individual high sheriffs to the program review committee.											

Qualifications

No statewide standards exist for special deputy sheriffs. Table IV-3 describes the selection process and qualification requirements currently used in each of the eight counties.

TABLE IV-3. Qualifications for Special Deputy Sheriffs, by County.

County	Applica- tion Form*	Physical Exam Required	Interviewer	Preferred Background	Criminal Record Check	References Requested	Use of Retired Workers
Frflid	8 pages (see ** below)	NO, but ask if person in good health	chief deputy sheriff and high sheriff	look for police or EMT training; select transport people from existing staff (pistol permit required)	YES	check with former employers	number of retired municipal police and fire personnel
Hfhd	3 pages	NO, but ask if person in good health	supervising special deputy; high sheriff may interview finalist	look for different skills, depending on the specific opening	YES	3 names (not related) who have known person > 1 yr	a few retired police and fire personnel; a few former DOC employees
Lchfid	4 pages	NO, but ask if person in good health	high sheriff and chief deputy sheriff	depends on type of duty person will be assigned; fit person with opening	check bkgd; ask about convictions	2 names (not related) who have known person > 5 years	2 former DOC employees
Mdlx	6 pages	YES (and voluntary drug test)	high sheriff	prefer state police or Department of Correction experience	YES	2 names (not related) who have known person > 1 yr	some former state police and DOC employees
NHvn	6 pages	YES	high sheriff	security work; experience working with incarcerated people	YES	3 names (not related) who have known person > 1 yr	some former DOC; very few former police officers
NLndn	None	NO	high sheriff; sometimes chief deputy sheriff also	request information on law enforcement experience	NO	person must already be known to the high sheriff	some former state troopers & other state retirees; no DOC
Tlnd	5 pages	YES	high sheriff	no one specific type of experience	YES	3 names (not related) who have known person > 1 yr	6 former DOC employees
Wndm	6 pages	will require in the future	high sheriff and supervisor	prefer law enforcement experience	YES	3 names (not related) who have known person > 1 yr	8 former DOC employees

* Applications may include one or more waiver forms for release of information and a statement outlining conditions of employment.

** Cover sheet states minimum qualifications are: 18 years old, U.S. citizen, registered voter in Fairfield county, high school grad, CT motor vehicle license

Sources for Tables IV-3, IV-6, and IV-9: Interviews with individual high sheriffs and chief deputy sheriffs and documents provided during interviews.

The criteria for and the process of selecting new special deputy sheriffs varies considerably from county to county. Based on the information in Table IV-3:

- seven counties use different application forms requesting different information, and one county has no application form;
- four require physical exams, while three ask if the person is in good health;
- four prefer law enforcement experience, two have different preferences depending on the type of duty the person will be assigned, and one has no specific preferences; and
- six perform a criminal record check, one checks the person's background and asks about convictions, and one high sheriff only appoints people known to him.

One of the questions on the LPR&IC survey of special deputy sheriffs requested information about their work experiences prior to being appointed a special deputy. Table IV-4 lists the percentage of respondents who indicated they had experience in each specified category of work.

TABLE IV-4. Previous Work Experience of Special Deputy Sheriffs (responding to LPR&IC survey).									
County	No. of responses	state or fedrl law enforce	munic police	mltry police	corr offcr	dep/speci dep shrf elsewhere	private security guard	fire-fightr	private invstgr
Frfld	94	2%	23%	9%	1%	1%	15%	3%	5%
Htfd	90	1%	18%	11%	--	1%	9%	7%	1%
Lchfld	24	4%	17%	4%	--	4%	13%	4%	8%
Mdlsx	23	13%	17%	13%	4%	9%	13%	9%	--
NHvn	72	6%	8%	13%	1%	--	19%	7%	1%
NLndn	27	19%	7%	7%	--	--	4%	4%	--
TlInd	9	11%	22%	11%	44%	--	33%	11%	11%
Wndm	9	--	--	--	44%	--	11%	11%	--
Total	348	5%	16%	10%	2%	1%	14%	6%	3%

Training and Assignments

No standardized orientation program currently exists for new special deputy sheriffs. All counties use on-the-job training as the primary mechanism to teach new special deputies how to perform their duties. There are no standards regarding the minimum number of hours of such training to be provided. Most high sheriffs indicated the length of this training varies, depending on the abilities of the new special deputy sheriff receiving the training.

The trainer from the sheriffs central office offers a one-day orientation program in some counties. The course includes lectures, films, and hands-on practice on topics such as powers of arrest, transportation of prisoners, metal detector procedures, searching for contraband, and handcuffing techniques.

Some counties hire individuals previously employed as police officers, firefighters, or correctional officers because the training such people received at those jobs is useful in the jobs at the courthouses, including prisoner handling, the use of weapons, and CPR. Other high sheriffs expressed concern about the use of such personnel without giving them additional training regarding the judicial system and the different needs of the court setting.

Statewide, 35 percent of the 320 special deputies who responded to the LPR&IC survey question about whether the training they received during their first six months prepared them sufficiently for their duties and responsibilities, said "no." The most commonly cited reason was that the training was too general in nature. Eight people said they had not received training.

The manner in which duty assignments are handled in a county also affects the level of training new special deputies receive. In some counties, everyone rotates among all of the different tasks on a regular basis. In other counties, people are assigned to one specific type of duty on a continuing basis. In the counties that use the latter method, most high sheriffs said their special deputy sheriffs are cross-trained to handle other functions in an emergency.

Table IV-5 summarizes the responses of the special deputy sheriffs from each county who answered the program review committee survey regarding the duty schedules they are assigned. Table IV-6 summarizes the current practices regarding the training and work assignments of special deputy sheriffs in each of the eight counties.

Table IV-5. Special deputy duty assignments.			
County	Same duty	Rotate duty	Diff. duties as needed
Fairfield	45 %	7 %	49 %
Hartford	52 %	7 %	41 %
Litchfield	33 %	13 %	54 %
Middlesex	30 %	0 %	70 %
New Haven	44 %	6 %	50 %
New London	33 %	13 %	54 %
Tolland	0 %	33 %	67 %
Windham	22 %	0 %	78 %

TABLE IV-6. Special Deputy Sheriffs: Training and Assignments, by County.

County	Training given to new personnel	On-going training	Duty Assignment System	Full vs Part-time
Frffd	on-the-job; work w/supervisor to learn diff jobs -- hours based on needs of person; if assigned to cell block, trained in prisoner control, handcuffing, and riot control	classes offered periodically on topics such as CPR, PR-24, laws of arrest, driver ed, and sexual harassment	transportation and cell block permanently assigned; metal detector and courtroom people cross-trained to handle cell block duties in case of emergency; [use some split shifts in transportation so people do not work excessively long hours]	most people work full time; no off-duty workers
Htfid	general briefing, followed by on-the-job with supervisor where person is assigned (length varies with person); attend 5-hour state orientation class	classes offered periodically on topics such as CPR and PR-24	regularly assigned to specific buildings and specific duties, but can shift in emergency; some people hired solely for 24-hour jail (but may do some transportation work); at WHtfd court, peo rotate among all functions	some part-time staff fill in for absent people; use off-duty firefighters on different shifts at jail
Lchfid	on-the-job; first 3 days spent rotating among diff tasks -- then assigned to work with one supervisor	provide recertification for PR-24/capstun, speakers at county assoc meetings	transportation permanently assigned [use 2 shifts]; other people rotate remaining duties; schedules prepared Thursday for the next week	1 temporary person during the summer to fill in as needed
Mdlx	5-hour state orientation class plus 3-hour county specific component, followed by on-the-job	as needed, do certification and recertification classes	generally assigned same type of duty, but everyone can perform all duties, in emergency; schedule is prepared 2-4 weeks in advance (can change if a case runs long)	many peo only work couple days/week; some peo on-call in emergency
NHvn	5-hour state orientation class, followed by on-the-job; observe all types of duties for 6 months	offer recertification classes	rotate type of duty assignments every 8-12 months, except cell block rotates every 6 months or so; people are notified on Friday where they will be working the following Monday (usually give more notice, if the courthouse location will be changed)	almost all full time; some firefighters fill in on days off; use college students for people on vacations during the summer
NLndn	on-the-job (work with another special deputy); exposed to all of the different duties and courthouses	periodically offer continuing education seminars (e.g., sexual harassment policy)	people rotate among different court locations, but not diff duties; daily assignments posted on bulletin board -- if going to diff location, find out day before (long-term changes distributed in writing few days before)	use part-timers to fill in for absent people; all new special deputies start out part time
Tlnd	2 weeks on-the-job, rotating among all types of duties; work closely with supervisor in the beginning; first regular assignment is metal detector	talk about changes in state law, etc. at monthly meetings of county assoc; train everyone in CPR	people assigned tasks based on their experience -- generally perform same function; roster is made up on Friday for the following week	2 part-time people
Wndm	high sheriff discusses policies; person assigned to work with a supervisor; exposed to all types of duties; no set number of hours	recertification programs as needed	some people assigned exclusively to transport and cell block; most rotation between courtroom and metal detector staff, but try to have everyone able to do all tasks; decide staffing one day ahead	most are full time

The decision to offer new or recertification classes is generally made by the individual county. In some counties, special deputy sheriffs certified to teach others how to use the PR-24 (a baton shaped weapon) provide recertification training for their colleagues. In other counties, the trainer from the sheriffs central office provides a class in the needed subject. In counties where the privately operated association of sheriffs in that county meets regularly, speakers may be brought in to address issues of concern at those meetings.

Efforts have been made at the state level to develop new programs to meet specialized needs. For example, during the summer of 1993, the sheriffs central office trainer offered a defensive driving course in conjunction with a faculty member from Southern Connecticut State University. The one-day class, which included lectures, films, and hands-on practice, was offered twice a week for a period of five weeks. Transportation staff from each of the counties was given an opportunity to attend.

Categories of Work

As mentioned earlier, there are four different categories of duties a special deputy sheriff may be assigned to perform. The specific activities involved in each type of duty are described in detail below.

Transportation. Personnel assigned to prisoner transportation are responsible for moving prisoners between locations safely, securely, and with the proper paperwork. Transport staff pick up pre-trial prisoners who are in the custody of the Department of Correction. Male prisoners are housed at four different community correctional centers in the state. Each county has a designated facility where all prisoners are picked up by special deputy sheriffs.

Individuals may also have to be transported from Whiting Forensic Institute or one of the Department of Mental Health hospitals. Under certain circumstances, prisoners may also be picked up from state and municipal police lock-ups or from out-of-state locations. On occasion, juvenile, male prisoners may be transported to detention centers by the special deputy sheriffs. Table IV-7 includes information about the regular pick-up locations of each county, the number of prisoners transported in September 1993, and the number of vehicles and personnel assigned to this duty.

Female pre-trial prisoners are all housed at the Niantic women's prison. Each weekday morning, the Department of Correction buses the Niantic women who have court appearances outside of eastern Connecticut to the correctional centers where the sheriffs will be picking up male prisoners and to some courthouses. The sheriffs transport the women from those locations to the appropriate courthouse. DOC runs another bus at the end of the day to collect the female prisoners from the correctional centers where they were returned from court by the sheriffs.

In New London and Windham counties, special deputy sheriffs pick up and return female prisoners directly to Niantic. In the other counties, sheriffs will only go to Niantic if they are unable to return the female prisoners to the designated site in time for the evening bus.

Daily, each county sheriff's office receives information about the prisoners to be picked up from the correctional centers for court appearances. Based on the locations of those prisoners and the courthouses where they are to appear, travel routes are devised to minimize the number of trips the transport sheriffs will have to make. Depending on the size of the vehicle and the mix of prisoners, the number of people transported at one time can range from 1 to 14. The sheriffs try to transport as many people as is feasible on each run.

TABLE IV-7. Prisoner Transportation Statistics, by County.

County	Regular Transportation Destinations	Prisoners Transported (Sept. 1993)	Number and Type of Vehicles Assigned*	FTE Staff Assigned (May-June 1993)
Frflld	Bridgeport Correctional Center; Stamford transport people bring Troop G prisoners to Bridgeport in the morning; occasionally Fairfield Hills and Whiting Forensic Institute	3,766	5 vans + 1 carryall (plus sheriff's car)	10.1
Htfd	Hartford Correctional Center; occasionally Whiting Forensic Institute and Norwich Hospital; in Hartford, also move people between Morgan St. booking facility and overnight lock-up	6,163	7 vans + 2 carryalls (plus sheriff's car)	12.1 + 15.2 for the overnight lock-up
Lchfld	Bridgeport Correctional Center	225	3 vans (plus sheriff's car)	5.1
Mdlx	male prisoners at Hartford Correctional Center; female prisoners in Meriden	300	1 van + 1 carryall (plus sheriff's car)	3.0
NHvn	New Haven Correctional Center; occasionally Whiting Forensic Institute	3,857	5 vans + 1 carryall (plus sheriff's car)	12.1
NLndn	Radgowski Correctional Center in Montville and Niantic Correctional Institution; occasionally Norwich Hospital and Whiting Forensic Institute	1,295	2 vans + 2 carryalls (plus sheriff's car)	7.9
Tlnd	Hartford Correctional Center	250	1 van + 1 carryall (plus sheriff's car)	3.2
Wndm	Radgowski Correctional Center (Montville) and Niantic Correctional Institution; Norwich Hospital	218	2 vans + 1 carryall (plus sheriff's car)	3.4

* The high sheriffs' cars are only used in special cases.

Sources: Interviews, County Sheriffs Agency, and *Report of Full-Time Equivalent Staff by Courthouse, June 1993* (for payroll period May 14 - June 10, 1993).

Special deputy sheriffs assigned to prisoner transportation usually have the longest workday. In some counties, they start out as early as 6:00 a.m. in order to have prisoners at the courthouse for 9:00 a.m. appearances. In all counties, at least some special deputies must remain on duty until all prisoners have been returned to the appropriate destination no matter how late a court session runs. In at least two counties, a system of split shifts is used -- the personnel who handle the earliest transport runs in the morning leave at the end of the regular day, while the special deputies who came in later handle the transport runs at the end of the day.

Transport special deputies are responsible for ensuring they have the proper paperwork to transfer custody of each prisoner, and that they are transporting the correct people. They must verify prisoners are not carrying any weapons or other unauthorized items, and they must secure prisoners in a manner that prevents injuries or escapes. If any prisoner to be transported has an injury, the special deputy must be sure there is documentation the person has received medical care or has declined treatment.

During the course of the day, as prisoners make their appearances in court, sheriffs personnel keep track of which individuals have to be returned to the correctional centers and hospitals. In the afternoon, when a sufficient number of prisoners are ready to make a return trip efficient, transport staff begin taking the prisoners from the courthouse.

On designated days (once a week in most counties), male prisoners who have been sentenced by the court to serve more than two years are transported from the correctional centers to the Walker Reception Center and Special Management Unit in Suffield. If a prisoner is awaiting trial on another case, he will remain at a correctional center until that case is resolved. Trips to Walker begin late in the morning or early in the afternoon, after all pre-trial prisoners have been brought to the courthouses.

In two counties, personnel assigned to the transportation area are allowed to carry firearms. However, they can only carry the guns when they are actually in the process of transporting prisoners in a vehicle.

Cell block. Prisoners at each courthouse are held in cell blocks, which are generally located in the basement of the building. The size and condition of a cell block varies considerably from county to county and even within counties because each reflects the age and design of the particular courthouse.

Some courthouses have multiple cells with sufficient space to segregate prisoners, if necessary; others have a single holding area for everyone. The volume of prisoners appearing in court on a particular day, the types of cases being heard, and the physical characteristics of a facility affect conditions in the cell block areas.

Special deputy sheriffs assigned to work in cell blocks are responsible for: verifying that prisoners are not carrying weapons or other unauthorized items, bringing the correct people up to the courtroom, and ensuring prisoners are properly restrained to prevent injury or escape.

The special deputies monitor conditions in the holding areas to prevent prisoners from harming themselves, other prisoners, or any of the sheriffs. If a prisoner is injured while at the court, the person must receive medical attention or sign a waiver declining treatment before he or she can be released back into the custody of the Department of Correction.

Prisoners move in and out of the cell block area throughout the day. In addition to the pre-trial prisoners brought in each morning by the sheriff's transport staff, municipal and state police bring in persons arrested during the previous 24 hours for arraignment hearings, and the Department of Correction may deliver sentenced prisoners in its custody to the court for appearances as defendants or witnesses. All of these prisoners are the responsibility of the sheriff's department while in the courthouse. At least some of these individuals will remain in pre-trial custody, and will be transported by the sheriffs to the appropriate correctional center.

Personnel in the cell block area keep track of the location of the prisoners appearing at the court throughout the day. Prisoners may be in a holding area, in a courtroom, in a conference room with an attorney or other court personnel, or in transit back to a correctional center. A person may also be released on a promise to appear at a future date. The sheriffs also identify the prisoners who are ready (court appearance is complete and paperwork has been prepared) to be transported back to another facility.

Many of the duties performed by special deputy sheriffs in the cell block are related to the work of the transport staff, and many of the same skills are needed. In most counties, transport staff work in the cell block area when they are not on the road transporting prisoners.

Metal detector. Most Judicial District and Geographical Area courthouses in the state now have metal detectors at main entrances. Special deputies assigned to monitor these devices are the first court security personnel with whom most members of the general public come in contact. Depending on the location of the courthouse and the volume of people expected to enter the building, two or more special deputies may be assigned to the metal detector.

Special deputies at the metal detector must assess the level of risk each person passing through the detector represents. They are supposed to use consistent standards in determining which individuals will be checked more closely. They must be able to recognize and safely confiscate camouflaged weapons as well as everyday objects that could be used as weapons. The special deputy at the metal detector is also responsible for enforcing the Judicial Department's firearms policy, which limits the individuals who are allowed to enter a courthouse with a gun.

Courtroom security. Special deputies assigned to courtroom security perform a wide variety of functions during a single day. Those assigned to a specific courtroom announce the start and close of the session, maintain order in the courtroom while proceedings are underway, guard prisoners to prevent escape or violence, and, if jurors are present, escort them to and from the courtroom. These personnel may also monitor hallways, stairwells, and parking areas.

Length of Workday

The length of the workday for special deputy sheriffs is generally seven or eight hours. The overall average workday reported by respondents to the LPR&IC survey of special deputies was 7.7 hours. However, in some counties personnel are allowed to leave early, if their work is done. In other counties, staff stay until the close of the court day.

The number of days worked per week also varies. Several counties use a number of part-time staff who only work a few days per week. Other counties use only full-time personnel who work every day that court is in session. One county with a 24-hour jail has allowed supervisors to work seven days per week. The other county with a 24-hour facility, only allows personnel to work six days per week. The average number of days and hours worked per week by the special deputy sheriffs responding to the LPR&IC survey are presented in Table IV-8.

Table IV-8. Average work schedules.		
County	Avg. no. of days worked/week (range)	Avg. no. of hrs worked/day (range)
Fairfield	4.6 (2-5)*	8.0 (7-12)
Hartford	5.1 (3-6)*	7.4 (5-12)
Litchfield	4.3 (2-6)	7.4 (7-8)
Middlesex	4.0 (1-5)*	7.5 (7-9)
N. Haven	5.0 (2-6)*	7.7 (7-9)
N. London	4.4 (1-5)*	7.7 (7-9)
Tolland	4.8 (3-5)	8.0 (7-10)
Windham	4.7 (2-5)	8.0 (7-9)
* Does not include one to three respondents who only worked a few days per year.		

Supervision

In seven counties, the chief deputy sheriff is present on a daily basis at the courts to oversee courthouse operations for that county. In the eighth county, the chief deputy is on-site as needed. Each county also has site supervisors, with the number and designations of the individuals varying among the counties. Most use a system with sergeants, lieutenants, and captains, although several only use the "captain" designation; two counties have no titles. There are no specific criteria for supervisors. Table IV-9 summarizes the chain of command, method used to monitor attendance, and disciplinary procedures currently applied in each county.

Supervisory personnel are paid at a higher per diem rate (\$130) than other special deputies. Except, chief deputy sheriffs are only eligible to receive \$100 per day. (In one county, one of the three people with a supervisor's title is paid at the regular duty rate because the money allocated to the county only allows pay for two people at the supervisor's level.)

Special deputy sheriffs generally sign in at the courthouse on the days they work. In some counties, they also must sign in and out at lunchtime, and sign out at the end of the day. Time sheets are signed by site supervisors, administrative staff, chief deputy sheriffs, or the high sheriff, depending on the county. The names and signatures of the personnel in each county authorized to sign time sheets are supposed to be on file at the sheriffs central office in Hartford.

TABLE IV-9. Supervision of Special Deputy Sheriffs, by County

County	Chain of Command	Sign in/out?	Rollcall	Time Sheets	Disciplinary Policy
Frlfd	chief deputy oversees day-to-day operations; "chief of court security" (a special deputy) resolves probs at diff courts and supervises transp; other special deputies designated capt's, lieuts, and sgts serve as supervisors; each courthouse has site supervisor	Yes, at start and end of day and at lunchtime	every morning at each court	signed by site supervisors (high sheriff signs the supervisors)	complaints must be in writing and notarized; at time of initial appointment, special deputies sign form acknowledging grounds for dismissal; no dismissal made without hearing
Htfd	chief deputy and supervising special deputy oversee court activities; each town has a designated supervisor (except Hartford has 5 supervisors, 2 per shift for lock-up, and New Britain supervisor also supervises part-time Plainville court); do not use "captain" designation	Yes, at start and end of day	NO	signed by on-site supervisor	process for investigating complaints in policy manual; matter can be referred to "Internal Affairs Committee" for investigation and a recommendation, but high sheriff makes final decision; policy manual outlines conditions under which appointment can be terminated
Lchfd	chief deputy oversees day-to-day operation, but high sheriff involved if problems arise; 3 special deputies designated as lieutenants act as supervisors; supervisory staff meets weekly	Yes; keep daily log of assignments/vehicles used	daily at 9 a.m. at each court	chief deputy oversees collection	can be dismissed for just cause, if due process followed; written records kept on all incidents; may be given temporary suspension
Mdlx	each courthouse has a captain assigned as the building supervisor	sign-in sheets in cell block	NO	high sheriff checks and signs	can be dismissed for cause, but must be given hearing
NHvn	chief deputy manages day-to-day activities of all courthouse and transportation personnel; 7 special deputies designated as captains serve as supervisors (minimum 1 per town where courthouses located)	sign in and out on daily log sheet	NO	suprvrs keep logs of absences & compare with time sheets	captains are authorized to give up to a 2-day suspension for improper conduct, but person must be given hearing first
NLndn	chief deputy runs court operations on day-to-day basis; 3 captains supervise specific buildings, meet weekly after chief deputy meets with high sheriff	sign in each morning on time sheet	NO	chief deputy & high sheriff review	if complaint received, investigated immediately by chief deputy; if person acted improperly, can be suspended or dismissed, depending on incident
Tlnd	chief deputy is present daily at the courts; captains assigned as supervisors in each building	sign in when they report	NO	administrative assistant prepares & signs	if problem develops with an individual, he/she is called in -- try to resolve issue; person charged with crime is suspended, pending the outcome
Wndm	high sheriff and chief deputy involved at courts as needed; 3 supervisors; do not use "captain" designation	sign in on days worked	NO	suprvsr collects time sheets, wch are reviewed by high sheriff	records kept on all complaints, but no formal complaint form; person can be terminated if he/she does not perform job properly

Formal complaints about improper conduct by a special deputy sheriff are investigated in all of the counties. Examples of improper behavior include reporting for work out of uniform, doing favors for prisoners, leaving an assigned post unattended, and carrying a weapon without permission.

Improper conduct can result in dismissal, although often a temporary suspension will be given for a first offense. In some counties, supervisors are authorized to give up to a two-day suspension. A special deputy sheriff charged with a crime is usually suspended, pending the outcome of the case. Those acquitted are reinstated; those found guilty are dismissed.

Compensation

Special deputy sheriffs are paid statutorily established per diem wages, which vary with the duty assigned. Under C.G.S. Sec. 6-41, the base per diem for a *court officer* is \$100. The other per diem levels are:

- *metal detector court officer* - \$105;
- *cell block officer* - \$110;
- *transportation court officer* - \$120; and
- *supervisory court officer* - \$130.

Deputy sheriffs who work at courthouses can only receive the base rate of \$100. All deputy and special deputy sheriffs who work on the second or third shift at an overnight jail are eligible for an additional \$5 shift fee. No one may receive more than one day's per diem for attendance at court in any one day.

Special deputy sheriffs have been designated as vendors by the state and are paid only for days that they work. They do not receive paid sick days, holidays, or vacation days. They are not eligible for health insurance and cannot participate in the state retirement system.

In April 1990, the Internal Revenue Service ruled special deputy sheriffs were "employees" for social security purposes, thereby requiring the state to begin co-paying the tax. In April 1991, the federal Department of Labor ruled special deputy sheriffs were "employees" for withholding of federal taxes and payment of overtime (work in excess of 40 hours per week).

The state does withhold federal taxes, but as of January 1994, the attorney general's office was still assessing the state's response on the overtime issue. No overtime payments have been made, and the state's potential liability for back overtime pay exceeds \$247,000. Special deputy sheriffs are eligible for workers' compensation, unemployment benefits, and participation in the state's deferred compensation program.

CHAPTER V

DEPUTY SHERIFFS

Deputy sheriffs are appointed by the high sheriff in each county. They have the same powers as the high sheriff to serve civil process. As mentioned early, these individuals are often called "paper" sheriffs because their major responsibility is the service of a wide array of legal documents to the appropriate person or location.

Under C.G.S. Sec. 6-45, the high sheriff "may, at his pleasure, dismiss from office the deputies appointed by him," effective upon delivering written notice to the person and filing a copy of the notice at Superior Court. The current practice of the high sheriffs is to appoint deputies for one year, renewable annually. In some counties, deputy sheriffs are asked for signed, undated letters of resignation at the time they are initially appointed.

High sheriffs may appoint each other as deputies in their respective counties. On "special occasions," any "proper person" may be deputized to execute process. (C.G.S. Sec. 6-38)

Number of Appointees

A high sheriff is statutorily limited in the number of deputy sheriffs he or she can appoint. In actual practice, only one county is close to its cap. Table V-1 shows the statutory limit, the actual number of appointees, and the gender and racial composition of the appointees.

TABLE V-1. Number of Deputy Sheriffs, including Chief Deputies (August 1993).						
County	Statutory Limit	Actual Appointees	% of Max Statutory Appointments Made	Number Male	Number Female	Number Black or Hispanic
Fairfield	55	48	87%	42	6	2
Hartford	66	64	97%	62	2	7
Litchfield	30	17	57%	14	3	2
Middlesex	21	9	43%	9	0	0
New Haven	60	55	92%	55	0	3
New London	38	21	55%	19	2	0
Tolland	22	16	73%	13	3	0
Windham	18	8	44%	4	4	0
Total	310	238	77%	218	20	14
Source: Correspondence from individual high sheriffs to the program review committee.						

According to information provided to the program review committee by the high sheriffs, only 8 percent of the 238 deputy sheriffs holding appointments in August 1993 were female. The percentage by county ranged from 3 percent to 50 percent; two counties had no female deputies. Six percent of the deputy sheriffs were Black or Hispanic. (All were male.) The percentage per county ranged from 4 percent to 12 percent. Four counties had no Blacks, and six counties had no Hispanics. No county had any Native American or Asian appointees. (See Appendix F for more detailed affirmative action information for each county.)

Qualifications

Under C.G.S. Sec. 6-38, a deputy sheriff must be a citizen of Connecticut. In addition, before taking office, a deputy must give the high sheriff a bond of \$10,000 for the faithful discharge of the duties of the office and to answer any damages sustained because of his or her unfaithfulness or neglect. Under C.G.S. Sec. 6-39, the premium for this bond is paid by the state. The cost during state fiscal year 1993 was \$12,000.

Deputy sheriffs also have to carry personal liability insurance for damages caused by their actions in the performance of official duties. They must carry \$100,000 for damage to one person or property and \$300,000 for damages to more than one person or property. The deputies pay for this insurance themselves.

Several high sheriffs indicated they look for deputy sheriffs with law enforcement experience, and that they talk at length with applicants to ensure they understand the nature of the job and the amount of paperwork involved. In other counties, the high sheriffs indicated the selection of deputy sheriffs is based heavily on who the person knows. In two counties, the high sheriff indicated they require deputy sheriff applicants to be recommended by the town committees where they live.

Sixteen percent of those responding to the LPR&IC survey of deputy sheriffs had experience in federal, state, or municipal law enforcement. Five percent had experience as private investigators, while 8 percent had been private security guards. The percentage of respondents in each county with particular types of work experience are presented in Table V-2.

Training

The type and amount of training received by deputy sheriffs varies by county. The primary method of training new deputy sheriffs is to have them spend a period of time observing procedures for the service of process with an experienced deputy sheriff from their own county.

New appointees spend from two weeks to six months or more working with the high sheriff or another deputy sheriff before they are allowed to work on their own. In a few counties, new deputies spend an initial period of time meeting with the high sheriff regarding procedures, but in most counties the high sheriff serves as a resource to be consulted once a person is out on the road alone. In one county, a new deputy sheriff must pass a written test

covering sample service of process cases before he or she actually receives a formal appointment.

TABLE V-2. Work Experience of Deputy Sheriffs (responding to LPR&IC survey).									
County	No. of responses	state or fedrl law enforce	munic police	mltry police	corr offcr	dep/speci dep shrf elsewhere	private security guard	fire-fightr	private invstgr
Frflld	25	12%	4%	12%	--	8%	12%	4%	4%
Htfd	30	7%	10%	13%	3%	3%	7%	7%	7%
Lchfld	14	7%	14%	14%	7%	--	7%	--	21%
Mdlsx	6	--	17%	--	--	17%	--	--	--
NHvn	27	--	15%	4%	4%	4%	--	4%	--
NLndn	15	--	7%	--	--	--	13%	7%	7%
Tlnd	10	10%	20%	10%	--	--	10%	20%	--
Wndm	4	--	--	--	25%	--	25%	--	--
Stwide*	133	5%	11%	8%	3%	4%	8%	5%	5%
* The statewide data include responses from two people who did not specify the county they were from.									
Note: The sample size in some counties is very small, but it represents at least half of all appointees in the county at the time of the survey. The data are included to provide comparative information.									

In most counties, a new deputy receives a set of sample forms. Two counties currently have consolidated manuals, containing definitions, copies of relevant statutes, and descriptive information about common problems. In several counties, reference documents are on file in the high sheriff's office; in the remaining counties, no specific reference book is available.

The deputies who responded to the program review committee survey had been working as deputy sheriffs from less than 1 year to 30 years. The average length was nine years. Ten percent had worked 2 years or less, while 20 percent had worked more than 15 years.

Fifteen percent of the respondents to the LPR&IC survey indicated they did not believe the training they received during the first six months prepared them sufficiently for their duties and responsibilities. Nearly half of the 18 deputies who indicated a reason for why the training was inadequate said it was too general in nature. Two people said they received no training.

On-going training for deputy sheriffs is provided in all of the counties. One holds an annual meeting to discuss new or revised laws; at least two counties hold mandatory monthly meetings to discuss issues affecting deputy sheriffs. Table V-3 summarizes information about the preferred backgrounds, training, and supervision of deputy sheriffs in the eight counties.

TABLE V-3. Deputy Sheriffs: Qualifications, Training, and Supervision, by County.

County	Preferred Background	Training for New Deputies	Full vs Part-time	Distribution of Work by Sheriff's Office	Oversight by High Sheriff
Frflld	business or police skills; recommendations	one 2-3 hr class/wk for 6 wks w/high sheriff or chief dpty; get copies of sample docmnts; work w/existing deputy 4-6 months; must pass test on serving process before formal appt; at monthly meeting of all deputies, discuss changes in laws	most work full time, but can have another job	sent to nearest deputy based on geographic area; also refer telephone calls geographically	reviews complaints, which must be in writing and notarized; no reports to high sheriff required (Ethics report submitted through high sheriff, but in a sealed envelope)
Htflld	unspecified	assigned to work with existing deputy; receive manual with statutes and sample forms; at least annually, all deputies attend session on new legislation	allowed to hold other jobs	state work assigned on rotating basis to all deputies; refer tel calls geographically	complaints about improper conduct investigated by Internal Affairs Committee or high sheriff; copy of Ethics report given to high sheriff
Lchlfd	police and/or probation experience	ride with deputy designated as trainer for 2 weeks; mandatory monthly training meeting for all deputies	full-time workers preferred	based primarily on geography	investigates complaints, which must be in writing; Ethics report submitted through high sheriff
Mdlsx	law enforcement experience	go around with experienced deputy for a few weeks, then high sheriff works with person	prefer peo not have other jobs	given to people who are least busy	investigates complaints; Ethics report submitted through high shrf
NHvn	administrative or business exper helpful; familiarity w/ court docmnts	work with existing deputy for 2 months, then both meet with high sheriff to discuss whether person ready to work on his/her own; if not ready, spend another month with veteran deputy; receive manual with sample forms	try to make it full-time job, but impossible in small towns	some depts specialize; try to give new depts most work, except more technical given to experienced deputy	monthly reports on cases, income, and expenses must be filed with high sheriff; Ethics report submitted through high sheriff
NLndn	knowledge of county; good charactr; educa; acceptable to existing dptys	go around with existing deputy for 2-3 wks to observe; receive complete set of forms; call high sheriff, if have questions	do not add new people unless workload supports addition	given mostly to new deputies who have less work	investigates complaints; regularly checks papers filed at court by deputies to monitor accuracy, including fees; no reports required (Ethics report submitted directly)
TLnd	political appointments based on recs	work with high sheriff; talk about procedures, changes in laws, etc., at monthly meeting for all deputies	some have other jobs; most retired	high sheriff does out-of-state; distribute rest geographically	investigates complaints; copy of Ethics report must be given to high sheriff
Wndm	peo who do not need income from the job	must go around with existing deputy for 3 months before serving papers alone; receive book on how to serve process	no requirement	given out on geographic basis	keeps records on complaints; no reports required (Ethics report submitted directly to commission)

Sources: Interviews with individual high sheriffs and chief deputy sheriffs and documents provided during interviews.

Supervision

On a day-to-day basis, deputy sheriffs operate independently. Each deputy is responsible for his or her own "neglect, wrongdoing, malfeasance, misfeasance and default in the execution of the service of process." (C.G.S. Sec. 6-37)

If a complaint is received about the work of a deputy sheriff, generally the high sheriff is the person in each county who will investigate the matter. As with special deputy sheriffs, some high sheriffs only accept written complaints. In other counties, the high sheriff will look into any possible misconduct, no matter how the information reaches him.

Under C.G.S. Sec. 1-83, all deputy sheriffs are required to file income information annually with the State Ethics Commission. Four of the high sheriffs require their deputies to submit this report to the high sheriff first; then the high sheriff submits all of the reports to the commission together. Two high sheriffs require each deputy to give them a copy of the report filed, and one high sheriff gets copies of the reports directly from the commission office. One high sheriff does not ask the deputies for any information on earnings, but he does randomly review the paperwork they file in court to check whether they are charging the correct fees.

Activities

The major types of work performed by deputy sheriffs are service of process, executions against wages, bank accounts, and property, and the collection of delinquent taxes. Service of process includes writs, summonses, subpoenas, evictions, and *capias* (writs that require taking a person into custody). In some counties, certain deputies specialize in particular types of work such as wage executions or evictions; in other counties, all deputies perform all types of work.

Deputies receive most of their work directly from law firms, governmental entities, and individuals who need papers served. Some law firms always use the same deputies, while other firms distribute work among a number of deputy sheriffs.

A deputy sheriff may also receive service of process work from the high sheriff. However, the amount of this "paper" varies. In most counties, work brought directly to the office of the high sheriff is distributed to the deputy sheriffs on a geographic basis; the deputy living in or closest to the town where service must be made will be given the work. In other counties, work brought to the high sheriff is given to the newest deputies in order to help them build up a base of people familiar with them and their work. In one county, state work, which often pays less than the same service for other parties, that is received by the high sheriff is distributed to all of the deputy sheriffs on a rotating basis.

In most situations, deputy sheriffs can only serve papers if the service begins in the county of their appointment. For example, if a subpoena or an eviction notice must be delivered to a person living in town Z, only a deputy sheriff from the county where that town is located can serve the notice to the person. However, if a lawsuit involves multiple parties, as long as

the legal address of one of the parties to be served is in the county where the deputy has been appointed and that party is the first one served, then the deputy can go outside the county to perform the rest of the service. Process work for the federal government can be served by any deputy anywhere in the state, acting in the capacity of an indifferent person.

The duties of deputy sheriffs require them to divide their time between office activities and work on the road. A considerable amount of recordkeeping is involved in the duties of a deputy sheriff, both before and after a document is served. A number of deputy sheriffs have offices with answering machines, computers, facsimile machines, and photocopiers. Some deputies in the larger counties also employ secretarial help.

Most process service actually involves the delivery of copies of documents. In order to properly complete service, a deputy sheriff must file the original document back at the court with a statement attesting to the time and manner in which the copies were served.

There are two types of process service: *personal* or *abode*. If personal service is legally required because of the type of document being served, then the papers must be given directly to the person (or the legally recognized representative, in the case of corporations) who is named on the document. If the person to be served is not present when the deputy arrives, additional trips to the residence or business will have to be made until the person can be given the papers. When abode service is permitted, the papers can be left at a specified location, even if no one is present at the time of delivery.

For either type of service, the deputy sheriff must actually locate the person or place named on the papers. Properties may be on streets without street signs or numbers, the name or address of the person to be served may be spelled inaccurately, or the street number may be listed incorrectly on the document to be served. In those situations, the deputy sheriff will attempt to determine who or where the correct location is, but if the property or person cannot be located, the papers will be returned unserved. Papers may also have to be returned unserved, if a person has moved and left no forwarding information.

Deputy sheriffs must serve the documents they receive within set times, which vary depending on the type of service. In addition to overall time limits, a person may have to receive the papers a set number of days before an indicated court date. Some deadlines cannot be changed under any circumstances; others can be delayed, if the issuing party agrees.

Chapter 896 of the Connecticut General Statutes, entitled "Civil Process, Service and Time for Return" covers a number of basic process forms, deadlines, and the parties eligible to accept service of process. It is 17 pages long, and only covers some of the information a deputy sheriff needs to know to perform his or her job correctly.

Many other sections of the statutes contain relevant information, including sample forms for use in specific proceedings. The *Civil Process Reference* guide distributed by Hartford county to its deputy sheriffs contains an "Index of Pertinent Statutes" with 86 citations.

Certain types of service require a deputy sheriff to file documents with the clerk in the town where the property involved in the matter is located. In some instances, state officials are authorized to accept service of process for others. The three primary recipients are the secretary of state, the attorney general, and the commissioner of motor vehicles. Deputy sheriffs from throughout the state must go to Hartford and Wethersfield to serve papers to those officials.

Other types of service may require the deputy sheriff to remove an item or person from a specified location. In the case of an eviction, the sheriff first serves the person residing at the property with a notice to quit. If the person fails to leave, then the sheriff sets a final date for the person to leave the property. If the person has not left by that date, the sheriff hires a mover to bring the person's belongings out to the street. This action must be coordinated with the town where the person lives because the town has to take possession of the goods placed out on the street and store them for 15 days. If the person being evicted refuses to leave the premises, the sheriff may have to call the local police and have the person removed.

Some deputy sheriffs handle the collection of delinquent taxes for municipalities. This work involves informing the taxpayers of their total debt (including the original tax, any interest and penalties that have accrued, and the sheriff's fee), receiving payments, calculating ongoing interest charges, and transferring receipts collected to the municipality.

Deputy sheriffs in most counties cannot carry weapons of any type without the written permission of the high sheriff, which is granted rarely. In one county, trained and certified deputies are allowed to carry firearms in situations where they believe it is necessary. In another county, deputies trained in the use of mace are allowed to carry it.

Two-thirds of the 124 respondents to the LPR&IC survey of deputy sheriffs said they worked more than 35 hours per week; one-quarter worked more than 60 hours. The average number of hours was 48. During a typical week, 25 percent of the respondents spent more than 15 hours working late at night or early in the morning (between 7:00 p.m. and 7:00 a.m.).

More than 40 percent of the survey respondents regularly worked at least one day per weekend, and 20 percent indicated they worked nearly every Saturday, Sunday, and holiday. Three-quarters of the respondents spent more than 60 percent of their time on the road as opposed to in the office.

Fee Schedules

A lot of the work that deputy sheriffs do is governed by statutorily established rates of payment. Under C.G.S. Sec. 52-261, a variety of fees and expenses payable to sheriffs, deputy sheriffs, and constables are specified. In general, sheriffs cannot collect more than \$20 for each process served, with an additional \$10 for the second and each subsequent defendant served. A mileage fee of \$.21/mile is also allowed from the place where process is received to the place of service, and in the case of civil process, to the place of return.

Under C.G.S. Sec. 52-261a, a person who serves a summons or attachment for the Judicial Department or the Division of Criminal Justice will only be paid the mileage portion (at the rate of \$.20/mile), except the fee for serving a summons in a support enforcement case is \$20. The cost of multiple service to one person at the same time is the cost of serving one process. Money paid by a sheriff for town clerk's fees on service of process is recoverable.

Table V-4 lists certain kinds of process where the fees payable by the state of Connecticut are generally lower than those payable by other parties. The method of performing this work is the same, regardless of the party requesting the service.

TABLE V-4. Statutory Fees and Expenses for the General Public and the State. (C.G.S. Sec. 52-261 and Sec. 52-261a).		
Type of Process Being Served	Fee for General Public	Fee for State of Connecticut
for taking bail or bail bond	\$1	\$1
for copies of writs and complaints, exclusive of endorsements	\$1/page, not to exceed \$900	\$.60/page
for endorsements	\$.40/page	\$.40/page
for service of warrant for seizure of intoxicating liquors, etc.	\$20	\$1
for removal and custody of such liquors	\$20 + reasonable expenses	\$1 + reasonable expenses
for levying an execution when the money is actually collected	10% of execution amount, but minimum of \$20	3% of execution amount
on levy of an execution on real property and application of sale of personal property attached	to each appraiser, for each half day of actual service, reasonable and customary expenses	to each appraiser, for each half day of actual service, \$2; to surveyors, \$4/day; to chain bearers, \$2/day
for causing an execution levied on real property to be recorded	fees for travel, \$20 + costs	fees for travel, \$.50 + costs
for services on application for sale of personal property attached, or in selling mortgaged property foreclosed under decree of court	same fees as for similar services on executions	same fees as for similar services on executions
for committing person to community correctional center in civil actions	\$.21/mi for travel from court to center, in lieu of all other expenses	\$.20/mi for travel from court to center, in lieu of other expenses
for summoning and attending a jury for reassessing damages or benefits on a highway	\$3/day	\$3/day

Process servers summoning jurors by warrant receive mileage, from the place where the process is received to the place of service, at the rate of \$.25/mile for the first 10 miles and \$.10/mile for each additional mile. For summoning jurors otherwise, sheriffs receive \$.50 and actual disbursements expended, and for summoning grand jurors, actual expenses and "such reasonable sum for services as are taxed by the court." (C.G.S. Sections 52-261 and 52-261a)

The fees for signing process, administering oaths, and taking acknowledgements are specified in C.G.S. Sec. 52-262; they have not changed since 1959. A deputy sheriff receives 10 cents for: signing an attachment, summons, warrant, or subpoena; taking a bond or recognizance or an affidavit; and administering an oath out of court. Payment for taking the acknowledgement of any instrument, or for signing and issuing a subpoena or capias is 25 cents. Pay for causing notices of the seizure of intoxicating liquors to be posted or issuing an order for their destruction is 50 cents.

The fee for collection of delinquent taxes is 10 percent of the taxes collected, with a minimum fee of \$20. The delinquent taxpayer is billed for the sheriffs's fee in addition to the taxes, interest, and penalties owed. (C.G.S. Sec. 12-162)

Income

The major categories of income for sheriffs authorized to serve papers are: statutory salaries, which only apply to high sheriffs and chief deputy sheriffs; service of process; wage, bank, and property executions; collection of delinquent taxes; and per diem fees for security work at courthouses, which only the chief deputy sheriffs and about 5 percent of the deputy sheriffs earn.

The primary factors affecting income are the specific types of work performed, the volume of work done, and the costs incurred to perform the work. During calendar year 1992, the high sheriffs and deputy sheriffs reported collecting a total of \$11,119,857 in gross revenue from all sources for their work as sheriffs.³

Twenty-one percent of those who filed reports with the State Ethics Commission grossed \$10,000 or less; 8 percent grossed more than \$100,000. The statewide median gross income of the 245 sheriffs reporting earnings was \$36,413. The gross income (including statutory salary) reported by the eight high sheriffs ranged from \$35,000 to \$91,767.

The Ethics Commission form requires filers to report earnings for certain categories. Not all sheriffs perform all types of work. Table V-5 lists the number of people reporting income from each source as well as the range and median earnings for each category.

³ Information in this section is based on the calendar year 1992 reports that were filed with the State Ethics Commission as of October 1993. Reports had been filed by 251 individuals, but 6 people had no income. Program review committee analysis of the reports is based on the information provided by the 245 individuals with gross incomes above zero. *Gross income* is the total amount of income reported as received for work as a sheriff.

TABLE V-5. Major Sources of Gross Income for High Sheriffs, Chief Deputy Sheriffs, and Deputy Sheriffs, Calendar Year 1992.

Source of Income	No. reporting earnings in category	Sum of reported earnings	Range of reported earnings	Median value of reported earnings
Service of process	237	\$8,677,000	\$59 - \$289,500	\$29,652
Wage, bank, and property executions	178	\$1,053,460	\$79 - \$95,233	\$2,676
Tax collections	47	\$579,215	\$32 - \$178,676	\$2,140
Court attendance (per diem pay)*	24	\$288,840	\$100 - \$31,850	\$11,650
Other	15	\$124,974	\$100 - \$32,969	\$3,032

* Does not include statutory salaries paid to high sheriffs and chief deputy sheriffs.

Source: Individual income reports for calendar year 1992 filed with the State Ethics Commission through October 1993.

Information about expenses related to the performance of each person's official duties as a sheriff must also be reported. According to the instructions contained on the reporting form, the expense figure is supposed to include "proportionate amounts" for office, insurance, and travel expenses as well as employees' compensation and benefits, including social security taxes, unemployment compensation taxes, and medical insurance.

Expenses listed in the calendar year 1992 reports ranged from \$0 to \$141,000; the median was \$13,210. Net income (gross income minus reported expenses) for calendar year 1992 ranged from a loss of \$4,520 to a profit of \$206,386. The median net income statewide was \$23,028.

Five percent of the sheriffs filing reports had losses, while the top 5 percent earned more than \$77,000. Almost 80 percent had net incomes below \$40,000. Expenses reported by the eight high sheriffs ranged from \$0 to \$9,656. The net income reported by the eight high sheriffs ranged from \$35,000 to \$83,487.

The amount of money earned by deputy sheriffs varied considerably within and among the eight counties. Table V-6 shows the range of gross earnings and the range of expenses reported by those filing reports from each county. The table also indicates the median annual gross income and the median net income statewide and in each county.

TABLE V-6. Self-Reported Income of High Sheriffs, Chief Deputy Sheriffs, and Deputy Sheriffs for Calendar Year 1992, by County.

County	Number of Sheriffs Who Filed Reports	Range of Gross Income *	Range of Reported Expenses	Median Gross Income	Median Net Income
Fairfield	48	\$5,900 to \$137,393	\$2,411 to \$106,926	\$49,221	\$29,499
Hartford	63	\$297 to \$289,500	\$400 to \$141,000	\$37,611	\$20,119
Litchfield	19	\$1,492 to \$80,380	\$992 to \$18,695	\$18,367	\$10,460
Middlesex	10	\$7,569 to \$75,630	\$210 to \$23,999	\$41,774	\$30,390
New Haven	55	\$671 to \$218,349	\$70 to \$93,837	\$46,855	\$34,600
New London	21	\$1,391 to \$248,920	\$0 to \$71,822	\$33,987	\$18,139
Tolland	20	\$1,480 to \$45,224	\$303 to \$27,859	\$7,940	\$4,930
Windham	9	\$59 to \$52,106	\$0 to \$16,600	\$24,419	\$15,434
Statewide	245	\$59 to \$289,500	\$0 to \$141,000	\$36,413	\$23,028

* The amounts reported are only for work as a sheriff. This includes statutory salaries, per diem fees for security work at courthouses, service of process, executions, and collection of taxes.

Source: Individual income reports for calendar year 1992 filed with the State Ethics Commission through October 1993.

Other Process Servers

Certain types of orders issued by state agencies do not have to be served by sheriffs to be enforceable. For example, C.G.S. Sec. 51-15 allows the use of mail notification for small claims cases.

Under C.G.S. Sec. 52-362(i), service of process to order wage withholding for child support can be made by a deputy sheriff or by certified mail (return receipt requested). If the service is being made on behalf of the state, any authorized employee of the Support Enforcement Division of the Judicial Department, an investigator or other officer of the Child Support Division of the Department of Human Resources, or an investigator of the Bureau of Collection Services or the attorney general is allowed to serve the order.

In limited instances, an "indifferent person" can serve process. This includes situations where more than one defendant is named in the process and they reside in different counties. Another example involves writs of attachment. Under C.G.S. Sec. 52-50, if a plaintiff or his or her representative swears the plaintiff is in danger of losing a debt or demand unless immediate service is made, an indifferent person can serve the writ.

CHAPTER VI

OTHER STATES

Sheriffs exist in every state except Alaska. In 48 states, sheriffs are elected. In Rhode Island, the governor appoints sheriffs for each county for periods of 10 years; reappointment is allowed. Sheriffs have criminal law enforcement responsibilities in most states.

In February 1993, the Office of Legislative Research prepared a report describing some of the characteristics of the operations of the sheriffs' departments in the other five New England states. Table VI-1 summarizes that information.

TABLE VI-1. Overview of Sheriffs in the Other New England States.			
State	Terms of Office	Functions	Appointments
Maine	constitutional office; 16 counties; elected every 4 years	serve and execute writs and papers; work as road dispatchers and jail guards	only appointed position is chief deputy; all others hired as county employees
Massachusetts	statutory office; 14 counties; elected every 6 years	perform civil duties - mostly transportation of prisoners; do not handle criminal work or investigations	may appoint special sheriff to perform duties in absence and as many deputies as needed; can also appoint reserve deputies (unpaid volunteers)
New Hampshire	constitutional office; 10 counties; elected every 2 years	handle criminal investigations, traffic patrol, bailiff duties for state Superior Court, transport prisoners, and serve papers	may appoint as many deputies as necessary as long as funding available
Rhode Island	gubernatorial appointment; 5 counties; every 10 years	may investigate any crime in the county and apprehend offender; attend General Assembly when in session, and state supreme and superior courts; execute and serve writs and precepts	may appoint as many deputies as budget allows and as are necessary to run department
Vermont	statutory office; 14 counties; elected every 4 years	primary responsibilities are transportation of prisoners and mental patients; can serve process	may appoint as many deputies and supporting staff as necessary (but deputies must be confirmed by governor); may appoint special deputies with approval of atty general
Source: Office of Legislative Research, Memo 93-R-0193, February 1, 1993.			

A recent U.S. Department of Justice study of sheriffs' departments identified 3,100 such departments nationwide.⁴ All but 1 percent were operated by counties; the others were run by independent cities. Almost two-thirds of the sheriffs departments were small, employing less than 25 sworn officers; half served populations of less than 25,000.

Nearly all of the 3,100 departments performed some court related functions. Overall, 91 percent served civil process, and 85 percent performed court security duties. Nine percent spent a third or more of their time on court related activities.

Departments serving 250,000 to 1 million people were more likely to devote a higher percentage of their work hours to such functions, but, even then, less than 20 percent of the departments spent more than two-thirds of their time on court related activities. Seven percent of the full-time employees of large sheriffs' departments (those with 100 or more sworn personnel) worked in court-related positions.

Nationwide, 9 percent of the sheriffs' departments operated temporary holding facilities (i.e., lock-ups) separate from a jail; the average capacity was 17. One-third of the departments serving between 250,000 and 1 million people operated lock-ups, with an average capacity ranging between 28 and 36.

In 1990, over 90 percent of the sheriffs' departments required a high school diploma; a few required college course work. In addition, 89 percent required completion of a formal training program. Classroom requirements ranged from an average of 325 hours for smaller departments to 538 for the largest departments; field work hours ranged from 42 to 408. The national average was 354 classroom hours and 117 field work hours.

In 1990, 7 percent of the employees of sheriffs departments nationwide worked part time. Two-thirds of the full-time staff were sworn personnel, with the number of such staff ranging from as few as 1 to more than 7,600. Fifteen percent of the full-time sworn personnel were women, and an equal percent were Black or Hispanic.

All states allow someone other than a sheriff to serve process in at least some situations. Alaska, Nevada, and New York City have licensure programs for private process servers that require passing a test. Oklahoma issues "licenses" on a county basis, but its system is closer to registration than licensure. Arizona, California, and Washington also have registration programs, where individuals wishing to serve process file an application in order to obtain a registration number. In most of the rest of the country, judges and courts designate individuals to serve process. This can be done for a particular case, or a person may be granted the right to serve papers for a particular period of time.⁵

⁴ All national data on sheriffs departments in this section are from: Brian A. Reaves, Ph.D., U.S. Department of Justice, "Sheriffs' Departments 1990," *Bureau of Justice Statistics Bulletin* (NCJ-133283), February 1992.

⁵ Interview with Alan Crowe, executive director, National Association of Professional Process Servers.

Federal System

Protection of federal courts is the responsibility of the United States Marshals Service, which reports to the United States attorney general. There are 94 districts nationwide; the geographic boundaries of Connecticut comprise one of those districts. Each district is supervised by a U.S. Marshal, who is appointed by and serves at the pleasure of the president.

Deputy U.S. marshals are federal civil service employees. They are selected on the basis of a national, competitive exam and must complete a 16-week basic training program, followed by 8 weeks of specialized training. Deputy marshals perform a number of law enforcement functions, including fugitive investigations, protection of federal witnesses, and asset seizures. They also transport prisoners, serve process, and provide courtroom security for some civil and all criminal trials. Eighteen deputy marshals are currently assigned to the Connecticut district, although they may temporarily work elsewhere in the country, if needed for a particular case.

The marshals service also utilizes private contract workers to perform some courthouse security services. Private security firms are chosen through a competitive selection process to provide security personnel for specified regions of the country under multi-year contracts with the U.S. Marshals Service.

The individuals who work for the private contractor are called "court security officers." They must have previous law enforcement experience and meet certain physical standards, all of which are specified in the Request for Proposal that is issued to solicit bids for the contract. Only 18 contractual employees work in Connecticut. They are responsible for screening entry to the federal courthouses, using metal detectors and in some cases x-ray equipment. They also provide courtroom security at trials.

CHAPTER VII

RECOMMENDATIONS

The sheriffs system in Connecticut has changed as the needs of the state for the services of sheriffs have changed. The current system evolved from the transfer of responsibility for jails to the Department of Correction in the late 1960s and the creation of the unified trial court system in the late 1970s.

Under the administrative structure presently in place, the high sheriffs are elected by the voters in their respective counties. The high sheriffs in turn appoint individuals as deputy sheriffs to perform service of process work and special deputy sheriffs to perform courthouse security and prisoner transportation functions. This arrangement is less costly than other alternatives. For example, the state would spend at least \$4 million more annually for fringe benefits, if the personnel currently performing security and transportation functions were employed directly by the state rather than being hired as vendors.

Due to the current financial constraints on the state's budget, the program review committee does not believe it is feasible to propose a major restructuring of the sheriffs system at this time. However, to ensure that the system remains responsive to the needs of the state, the program review committee believes some changes should be made.

Sheriffs' Advisory Board

In the program review committee's 1992 report State Protective Services, the committee deferred all recommendations related to special deputy sheriffs, pending implementation of Public Act 91-12 of the June 1991 Special Session. That law mandated the establishment of standards for the selection of special deputies by the Sheriffs' Advisory Board.

As of January 1994, the advisory board has failed to carry out its statutory responsibilities. It has not established minimum qualifications nor developed standardized tests regarding the qualifications, fitness, and ability of applicants for the position of special deputy sheriff.

At the same time, the forcefulness of the board's efforts to require the high sheriffs to implement policies that have been adopted is questionable. In a number of instances, one or more counties have not followed established procedures, and yet no action has been taken against the county by the board. For nearly a year, one county failed to file monthly transportation reports, while another county failed to have supervisor signature forms on file as required for payroll purposes.

In a related instance, the board has failed to ensure the counties have a clear understanding of state requirements concerning the payment of per diems. State law allows

anyone who works a second or third shift at an overnight jail to earn an additional \$5 per day, but no one may receive more than one fee for any single day.

According to an October 1989 Hartford County memo, shifts at its jail were to run from 8 a.m. to 4 p.m. (1st shift), 4 p.m. to 11:59 p.m. (2nd shift), and 12 a.m. to 8 a.m. (3rd shift). This was in order to avoid any question about a person being paid for two shifts of work on the same calendar day. In fact, the shifts operate from 11 p.m. to 7 a.m. (1st shift), 7 a.m. to 3 p.m. (2nd shift), and 3 p.m. to 11 p.m. (3rd shift). The shift differential is paid to those working from 11 p.m. to 7 a.m. and from 3 p.m. to 11 p.m.

The board also appears to lack information about activities in the various counties. For example, although the board has not adopted specific physical fitness standards, early in the program review committee's study the chairperson of the board indicated all of the counties were expected to require new special deputy sheriffs to obtain a physical exam. In fact, only half of the counties currently have a policy of requiring a physical exam.

The authority of the advisory board over the high sheriffs who are elected officials is ambiguous. Further complicating the efforts of the board to establish policies is the fact the eight high sheriffs do not always agree among themselves about the appropriate way to operate the sheriffs system. The program review committee believes the board has proven to be ineffective in carrying out the responsibilities assigned to it.

The Legislative Program Review and Investigations Committee recommends the Sheriffs' Advisory Board be eliminated, effective June 1, 1995.

Special Deputy Sheriffs

Special deputy sheriffs are appointed to terms of 12 months by the high sheriff in the county where they will work. The ability of a high sheriff to terminate a special deputy sheriff "at will" is unclear. Questions have been raised about the authority of a high sheriff to dismiss a special deputy prior to the expiration of the person's specified term of appointment, if the person's performance was not in question and another individual will be brought in to perform the same job.

Generally, all of the high sheriffs indicated they would only terminate a person as a result of something the person did or failed to do. Several high sheriffs indicated they use the same performance standard in deciding whether to reappoint a person. No written, statewide policy currently exists, however, regarding the grounds under which a special deputy sheriff can be terminated prior to the completion of his or her term of appointment.

The program review committee recommends C.G.S. Sec. 6-43 be amended to clarify that the appointment of a special deputy sheriff can only be terminated prior to the completion of the current four-year term of a high sheriff for "just cause," based on the person's performance of his or her assigned duties.

The existing sheriffs system uses patronage appointments to fill special deputy sheriff positions. Even though several high sheriffs indicated they select individuals with skills or experience appropriate to the demands of the position, the current system has no explicit statewide standards for special deputy sheriffs. The program review committee believes mandatory physical standards and training should exist for all new appointees who will be performing courthouse security and prisoner transportation functions.

The Legislative Program Review and Investigations Committee recommends newly hired personnel for courthouse security and prisoner transportation positions, i.e, special deputy sheriffs, be required to meet minimum experience requirements and mandatory physical fitness standards (including health and agility) as well as successfully complete a mandatory training program. Persons already working as special deputy sheriffs shall be grandfathered in.

Deputy Sheriffs

By statute, the high sheriff in each county is limited to a specific number of deputy sheriffs he or she can appoint. There appears to be no clear reason for fixing the number by law, and the numbers have been increased at various times.

Currently, in five of the eight counties, the high sheriff has appointed less than three-quarters of the maximum number of deputy sheriffs allowed by statute. In the other counties, appointments represent between 85 percent and 97 percent of the allowed number. The high sheriff from one large county indicated he would like to appoint more deputies than the cap allows. Given the limited effect the caps have and the unnecessary work changing them adds to the legislative process, the program review committee believes statutory caps are unnecessary.

The program review committee recommends C.G.S. Sec. 6-38 be amended to delete the limits on the number of deputy sheriff appointments each high sheriff can make.

High sheriffs are free to appoint whomever they wish as deputy sheriffs. This patronage process relies even more heavily on political considerations than the selection of special deputy sheriffs. In two counties, the high sheriffs indicated they require deputy sheriffs to be recommended by the town committees where they live. (See Appendix G for tables that summarize the party affiliations of deputy and special deputy sheriffs in each county.)

Once an individual has been appointed, the right of the high sheriff to dismiss the person "at will" is less clear. Indeed, a lawsuit has been filed in one county on the question. The program review committee believes the statutes should be clarified to indicate that a deputy sheriff appointee has the right to complete his or her term of appointment, unless the person fails to perform the job properly (for example, failure to comply with statutory filing deadlines, service of process procedures, and fee schedules).

The program review committee recommends C.G.S. Sec. 6-45 be amended to clarify that the appointment of a deputy sheriff can only be terminated prior to the completion of the current four-year term of a high sheriff for "just cause" based on the person's performance of his or her assigned duties.

Section 6-44 of the Connecticut General Statutes, "Appointment of special deputies upon application," appears to be unnecessary. It allows for the appointment of individuals by the high sheriffs who are paid by and responsible to the requesting entity rather than the appointing authority. The law is confusing as currently written, referencing special deputies in the title and deputy sheriffs in the text. The statute has only been used in a few counties in recent years.

The program review committee recommends C.G.S. Sec. 6-44 ("Appointment of special deputies upon application.") be repealed.

Service of Process

The specific activities performed by high sheriffs and deputy sheriffs to complete service of process work have changed little in recent years. The availability of computers may facilitate the tracking of collections for wage executions, but the actual service of process in Connecticut remains an in-person activity requiring the deputy sheriff to personally appear on the premises where the papers are to be served.

In several counties, reference documents regarding service of process are on file in the office of the high sheriff, while in the remaining counties no specific reference book is available. While visiting the counties, program review committee staff found that deputy sheriffs in different counties had different answers to questions about how to serve particular types of papers. In a discussion with the high sheriffs, they indicated that multiple ways of handling a particular situation were correct. What is troubling about that answer is the fact that each deputy sheriff insisted his answer was the only correct answer.

In a related issue, several deputy sheriffs mentioned that the lawyers who ask them to perform service of process work are often unfamiliar with the filing and deadline requirements for particular types of documents. The program review committee believes the lack of a statewide reference document increases the possibility that incorrect service will be made.

The committee believes it is important to have a single document available that indicates the proper method of performing service of process, including the filing requirements and deadlines for the various types of work. In addition to aiding in the training of new deputy sheriffs, the document will be useful to anyone who needs information about statutory limitations on service of process.

The program review committee recommends the Judicial Department, in consultation with the high sheriffs, develop a reference manual for deputy sheriffs covering, at a

minimum, service of process and wage, bank, and property executions. The manual shall be ready by January 1, 1995.

Many sections of the statutes that affect the work of deputy sheriffs date back many years. Although some updating of fees and allowable practices has occurred, outdated references still remain. To the extent that obsolete references or requirements are identified during preparation of the proposed manual, the program review committee believes those provisions should be brought to the attention of the legislature.

The amount of work a deputy sheriff performs to levy an execution may have no relation to the size of the judgement. The current fee for such work is a specified percentage of the amount of the execution, when the money is actually collected and paid. There is no limit on how much a deputy sheriff can receive. The program review committee believes it is appropriate to establish a maximum limit on the amount of the fee that compensates a deputy sheriff for his or her work, but which ensures the person who was awarded the judgment actually receives most of the award.

According to the income reports filed by deputy sheriffs for calendar year 1992, earnings for wage, bank, and property executions ranged from \$79 to \$95,233. The number of separate executions represented by these earnings was not available. The median earnings per deputy for executions was \$2,676, while the mean was \$5,918. Twenty-five percent of the 178 deputies who reported income from executions earned more than \$7,500 from this type of work during 1992. Only 16 percent earned more than \$10,000 in total from executions.

The program review committee recommends C.G.S. Sec. 52-261(6) be amended to allow a deputy sheriff to continue to collect 10 percent of the execution amount, but to limit the maximum amount that can be collected to \$10,000 and C.G.S. Sec. 52-261a(7) be amended to allow a deputy sheriff to continue to collect 3 percent of the execution amount, but to limit the maximum amount that can be collected to \$10,000.

Under the current statute, deputy sheriffs must pay interest on any money they collect that is held for more than 15 days. Although some high sheriffs direct their deputies to forward money collected whenever it reaches a certain amount (for example, \$100), there is no statutory requirement that this occur.

Information received by the program review committee alleged that at least some deputy sheriffs insist on holding money collected for a party until the full amount can be collected, no matter how long that takes. The proposed recommendation will ensure that money collected by a deputy sheriff is passed along to its intended recipient within a reasonable period of time.

The program review committee recommends that C.G.S. Sec. 6-35 be amended to require any sheriff or deputy sheriff who collects money on behalf of a person to turn over the money within 30 days, even if it is only a portion of the total amount to be collected.

Earnings

Service of process work is generally paid for by the party requesting the work. C.G.S. Secs. 52-261 and 52-261a list the fees and expenses that sheriffs can collect for specific types of work. The state, which is charged lower fees for some service of process, generally pays for such work only when a state agency uses a sheriff to perform the work. In some instances, when an indigent person is unable to pay the costs of service and the fee is waived by the court, the state will pay the sheriff on behalf of the indigent person.

The calendar year 1992 earnings reports submitted to the State Ethics Commission by the high sheriffs and deputy sheriffs indicated they collected approximately \$11 million in gross revenue from all sources for their work as sheriffs. One difficulty of using the information in the reports, however, is that it is self-reported; usually, it cannot be verified independently.

In the cases of the high sheriffs and the chief deputy sheriffs, the program review committee was able to compare reported earnings for salaries and per diems with the value of each that was reported as paid by the comptroller. Using that information, it became clear that the reporting of nontaxable income is inconsistent.

For example, four chief deputy sheriffs reported income that was \$220 to \$1,058 less than the amount they were paid in total by the state for their statutory salary and per diem payments. In all of these cases, it was because the individual participates in the health insurance premium conversion option that deducts the portion of dependent coverage from gross income prior to withholding taxes. Thus, reportable income for tax purposes was less than the money actually paid by the state.

Similarly, for 1992, the taxable portion of the statutory salary of all eight high sheriffs was less than the actual salary. One high sheriff used the lower amount of the taxable wages rather than the actual statutory salary on his Ethics Commission form.

Another aspect of the current Ethics Commission reports that makes it difficult to compare the earnings of one deputy sheriff with another is the reporting of expenses. There is no statutory requirement that expenses be detailed.

For calendar year 1992, filers were asked by the commission to voluntarily provide more information about their expenses. Based on the program review committee review of all reports filed for 1992, almost no one complied with the request. Of the few who did include additional information, the level of detail varied considerably. In addition, the effect of tax rules was again an issue. Several individuals included portions of their federal income tax returns showing the amounts taken as deductions for businesses expenses, which in some cases were primarily for depreciation. Yet no information was provided about the property being depreciated.

The program review committee recommends C.G.S. Sec. 1-83, regarding the filing of reports with the State Ethics Commission, be amended to clarify that high sheriffs and

deputy sheriffs must provide information about both taxable and nontaxable income earned in their capacity as sheriffs or deputy sheriffs. In addition, the statute should require the provision of detailed information about expenses incurred.

With respect to the delivery of annual income reports to the commission, four high sheriffs require their deputies to submit the reports to the high sheriff, who then submits the reports to the commission. Two high sheriffs require their deputies to give them a copy of the report, while one high sheriff gets copies of the reports from the commission after they are filed by the deputies. The program review committee believes the person filing the form is the one responsible for doing so correctly, and, therefore, should file the reports directly with the commission.

High Sheriffs

Elected, constitutional officers are provided with state cars. Department of Administrative Services regulations specify state vehicles are to be used only for the conduct of official state business. The effect of that rule on the high sheriffs is unclear.

Traditionally, the high sheriffs have been allowed to use their state cars to perform service of process work because it is a statutory duty. Whether they should reimburse the state when they receive mileage payments from private attorneys for work performed using the state vehicle is currently under review by the state. The program review committee believes it is appropriate to require reimbursement for all use of the state provided vehicle not directly related to the performance of functions specifically for the state of Connecticut.

The program review committee recommends the high sheriffs be required to reimburse the state for all use of their state provided automobiles that is for personal business, including the performance of all service of process work for nonstate agencies.

The current duties of the sheriffs are to provide security and other services to the court system. At least some of the counties have "honorary" sheriffs, who may or may not have a badge, but who do not perform any of the regular duties of a deputy or special deputy sheriff. The program review committee believes it is important that the titles deputy and special deputy sheriff be reserved for those individuals who actually have the appointive authority to perform the tasks the public expects of sheriffs.

The program review committee recommends the high sheriffs be prohibited from appointing "honorary" or nonworking" deputies.

APPENDICES

APPENDIX A
LPR&IC Questionnaire for Special Deputy Sheriffs

N=349 respondents unless otherwise noted

1. Approximately, how long have you worked as a special deputy sheriff? ____ years (N=342)

1 year or less	9%	11 - 15 years	9%
2 - 5 years	47%	16 - 30 years	4%
6 - 10 years	31%		

2. Which county is your appointment from? (N=348)

<u>27%</u> Fairfield	<u>26%</u> Hartford	<u>7%</u> Litchfield	<u>7%</u> Middlesex
<u>21%</u> New Haven	<u>8%</u> New London	<u>3%</u> Tolland	<u>3%</u> Windham

3. On average, how many **days per week** do you work? ____ days [If you only work a couple of days per year, please place a check here ____ .] (N=343)

1 - 2 days	6%	6 days	7%
3 - 4 days	10%	only few days a year	2%
5 days	75%		

4. On average, how many **hours per day** do you work? ____ hours (N=345)

less than 7 hours	1%
7 hours	40%
8 hours	51%
more than 8 hours	8%

5. With respect to the duties you are assigned, excluding emergencies, do you: (Check only one)

(N=335) 42% (a) perform the same type of duty all of the time

7% (b) perform one type of duty for several months, then rotate to a different type of duty

50% (c) perform different types of duties, depending on what is needed on a given day

6. Which of the following duties do you perform on a regular basis? (Check all that apply.)

38% (a) monitor metal detector

68% (b) provide general courtroom security

59% (c) escort prisoners from cells to courtrooms

60% (d) guard prisoners in the courtroom

47% (e) guard prisoners in the cell block

32% (f) transport prisoners to and from courthouses

40% (g) perform tasks requested by judges

2% (h) serve notices to quit, subpoenas, or small claims documents

13% (i) other (please specify) [6% = "Supervise"]

7. Please indicate from the list below which people you believe have the authority to tell you to perform a task and you must carry out that order. (Check all that apply.)

93% (a) high sheriff
92% (b) chief deputy sheriff
89% (c) special deputy sheriffs designated as supervisors
73% (d) the judge in a courtroom you are assigned to
30% (e) judges outside of your assigned courtroom
8% (f) employees of the Judicial Department
11% (g) employees of the State's Attorneys Office
2% (h) Department of Correction officers
3% (i) other (please specify) _____

8. Prior to your appointment as a special deputy sheriff, were you ever employed as:

5% (a) state or federal law enforcement officer 16% (b) municipal police officer
10% (c) military police 3% (d) state correctional officer
1% (e) deputy or special deputy sheriff in another county or state
13% (f) private security guard 6% (g) firefighter 3% (h) private investigator

9. Are you a retired state of Connecticut employee? 8% yes 92% no (N=320)

10. Were you required to have a physical exam before being appointed a special deputy sheriff for the first time? 46% yes 54% no (N=324)

11. Please indicate the types of training listed below that you have received since being appointed a special deputy sheriff. (Check all that apply.)

66% (a) one-day orientation/overview of duties and responsibilities
84% (b) on-the-job instruction
14% (c) multi-day course at in-state training academy
9% (d) National Association of Sheriffs or federal marshals training program
58% (e) CPR or first aid course
45% (f) weapons (other than firearms) certification (e.g., capstun, PR-24, etc.)
17% (g) firearms certification
16% (h) other (please specify) [8% = Infectious diseases; 3% = Defensive driving]

12. Do you believe the training you received during your first six months as a special deputy sheriff prepared you sufficiently for your duties and responsibilities? 65% yes 35% no (N=320)

- 12a. If no, was the training: (Check only one answer.) (N=109)

36% (a) too general in nature
1% (b) too complex
2% (c) the right level of detail, but the situations discussed rarely occur on-the-job
16% (d) too limited in the opportunities provided for hands-on practice
36% (e) other (please specify) [about 8% said they had received no training]
10% gave multiple answers

13. Did you contribute money to any of the candidates in the 1990 election campaign for high sheriff in the county where you currently work? 62% yes 38% no (N=323)
- 13a. If yes, did you so because: (Check only one answer.) (N=199)
- 36% (a) you wanted to participate in the election process
58% (b) you believed it would help you get or keep your job
2% (c) other (please specify) _____
5% answered both (a) and (b)
14. Are there any comments you would like to make about any aspect of the sheriffs system in Connecticut? 206 surveys contained one or more comments, which are summarized below
- special deputy sheriffs should receive at least some benefits (e.g., paid sick days, medical insurance, pensions, etc.) - 52 respondents
- training needs to be mandatory and/or improved - 40
- current system runs well and/or specific high sheriff does a good job - 30
- special deputy sheriffs should be state employees - 25
- current system is cost-effective - 14
- discrimination and/or favoritism are evident - 13
- sheriffs department needs to be restructured or placed elsewhere (e.g., Judicial Department, Department of Public Safety, separate state agency) - 12
- appointees should have to pass some type of test (written, verbal, and/or physical) - 11
- special deputies are forced to give money to election campaign and/or association - 10
- hiring should be based on knowledge of the job, not on who a person knows - 8
- politics should be eliminated from the system - 6
- work schedules should be equal - 6
- weapons (e.g., capstun, guns, etc.) should be available for special deputies to use - 6
- more emphasis should be put on the professionalism of the job - 6
- roles of deputy sheriffs and special deputy sheriffs should be completely separate - 3
- written job specifications and/or procedures are lacking - 3
- pay levels have not changed in over three years - 2
- assorted miscellaneous (1 person each) - 12

APPENDIX B
LPR&IC Questionnaire for Deputy Sheriffs

N=133 respondents unless otherwise specified

Note: Percentages may not total 100 due to rounding.

1. Approximately how long have you worked as a deputy sheriff? SEE ATTACHED years
2. Which county is your appointment from?

20% Fairfield 23% Hartford 11% Litchfield 5% Middlesex
20% New Haven 11% New London 8% Tolland 3% Windham 1% unspecified
3. Which of the following duties do you perform? (Check all that apply.)

100% (a) service of process
95% (b) executions (wage, property, and bank, etc.)
49% (c) collect taxes for government entities
9% (d) perform courthouse security or prisoner transportation functions
3% (e) supervise special deputy sheriffs at a courthouse
2% (f) other (please specify) _____
4. On average, how many capias do you handle per month? SEE ATTACHED
5. Excluding any work you do at a courthouse supervising or performing the duties of a special deputy sheriff, on average, how many **hours per week** do you spend on your duties as a deputy sheriff? SEE ATTACHED hours
6. Approximately what percentage of the time you spend performing the duties of a deputy sheriff is in the office versus out on the road?
SEE ATTACHED % in the office SEE ATTACHED % on the road
7. During a typical week, approximately how many hours do you spend performing your duties as a deputy sheriff out on the road between 7:00 p.m. and 7:00 a.m.? SEE ATTACHED hours
8. In the last 12 months, approximately how many Saturdays, Sundays, and holidays have you had to perform your duties as a deputy sheriff out on the road? SEE ATTACHED
9. Approximately how often do you have contact, by telephone or in person, with the high sheriff regarding any aspect of your work as a deputy sheriff? (N=130)

15% (a) daily 39% (b) weekly 30% (c) monthly 15% (d) a few times a year

10. Prior to your current appointment as a deputy sheriff, were you ever employed as:
- 5% (a) state or federal law enforcement officer 11% (b) municipal police officer
8% (c) military police 3% (d) state correctional officer
4% (e) deputy or special deputy sheriff in another county or state
8% (f) private security guard 5% (g) firefighter 5% (h) private investigator
11. Are you a retired state of Connecticut employee? 5% yes 95% no (N=126)
12. Were you required to have a physical exam before being appointed a deputy sheriff for the first time? 15% yes 85% no (N=124)
13. Please indicate the types of training listed below that you have received since being appointed a deputy sheriff. (Check all that apply.)
- 89% (a) orientation meetings with high sheriff or chief deputy sheriff regarding duties and procedures
87% (b) on-the-job observation of another deputy sheriff, prior to working on your own
8% (c) multi-day course at in-state training academy
17% (d) National Assoc. of Sheriffs or federal marshals training program
19% (f) weapons (other than firearms) certification (capstun, PR-24, etc.)
19% (g) firearms certification
83% (h) updates on procedures and laws presented by other deputy sheriffs or local attorneys
26% (i) other (please specify) [monthly training/meetings 9%; CPR 4%]
14. Do you believe the training you received during your first six months as a deputy sheriff prepared you sufficiently for your duties and responsibilities? 85% yes 15% no (N=124)
- 14a. If no, was the training: (Check only one answer.) (N=18)
- 44% (a) too general in nature
0% (b) too complex
6% (c) the right level of detail, but the situations discussed rarely occur on the job
6% (d) too limited in the opportunities provided for hands-on practice
22% (e) other (please specify) _____
11% gave multiple answers
11% received no training
15. Did you contribute money to the 1990 election campaign of the high sheriff in the county where you currently work? 78% yes 22% no (N=124)
- 15a. If yes, did you do so because: (Check only one answer.) (N=97)
- 79% (a) you wanted to participate in the election process
8% (b) you believed it would help you get or keep your job
5% (c) other (please specify) _____
7% answered both (a) and (b)
16. Are there any other comments you would like to make about any aspect of the sheriffs system? SEE ATTACHED

Responses to LPR&IC Questionnaire for Deputy Sheriffs

Question 1 - Years Worked as Deputy Sheriff (N=131)

1 year or less	8%	11 - 15 years	15%
2 - 5 years	31%	16 - 30 years	20%
6 - 10 years	27%		

Question 4 - Number of Capias Handled Per Month (N=127)

None	40%	5 - 10	7%
1 or fewer	35%	11 - 25	3%
2 - 4	15%		

Question 5 - Number of Hours Worked Per Week (N=124)

Less than 20 hours	10%	49 - 60 hours	31%
20 - 35 hours	19%	61 - 75 hours	19%
36 - 48 hours	13%	76 - 100 hours	7%

Question 6 - Percentage of Time "In the Office" versus "On the Road" (N=125)

PERCENT OF TIME IN THE OFFICE	PERCENT OF TIME ON THE ROAD				
	20 - 40%	50 - 60%	65 - 70%	75 - 80%	90 - 100%
0 - 10%					20%
20 - 25%				34%	
30 - 35%			24%		
40 - 50%		18%			
60 - 80%	4%				

Question 7 - Hours Worked Between 7:00 p.m. and 7:00 a.m. (N=128)

Zero hours	3%	11 - 15 hours	13%
1 - 5 hours	22%	16 - 25 hours	17%
6 - 10 hours	35%	26 - 55 hours	10%

Question 8 - Number of Saturdays, Sundays, Holidays Worked Past Year (N=130)

None	2%	53 - 65 days	10%
1 - 13 days	12%	66 - 78 days	7%
14 - 26 days	14%	79 - 91 days	7%
27 - 39 days	12%	Nearly every one	19%
40 - 52 days	18%		

Question 16 - Other comments you would like to make: 73 surveys contained written comments (a number expressed views on more than one aspect of the system); the comments are summarized below

deputy sheriffs system is cost-effective - 21

deputy sheriffs system works and should be kept in place - 10

being paid only for work done is an incentive to go to work - 10

increase the amount of training - 8

being a deputy sheriff is a 24-hour/day job - 7

eliminate political patronage and/or the "at will" appointment statute - 5

expand the law enforcement and transportation roles of sheriffs - 5

personal service is a necessity and is more efficient - 4

high sheriff does a good job - 3

deputy sheriff position should be professionalized with standards of conduct - 3

fees should be updated - 3

contributed to last election campaign of high sheriff because opponent said he would fire existing deputies if elected - 3

forced to buy political tickets - 3

lack job security if high sheriff loses election - 2

should have insurance program, more protection in high crime areas - 2

assorted miscellaneous (1 person each) - 9

APPENDIX C
LPR&IC Questionnaire for Law Firms Regarding the Connecticut Sheriffs System

N=87 respondents unless otherwise noted

1. In what county is the office of the law firm that received this survey located?

Fairfield **28%** Hartford **25%** Litchfield **6%** Middlesex **5%**
 New Haven **28%** New London **6%** Tolland **1%** Windham **1%** Unspecified **1%**

2. How many lawyers work in the office that received the survey? ____ (N=84)

1=16%; 2=31%; 3=19%; 4=10%; 5=10%; 6-9=8%; 10-14=6%; 15-20=1%

3. Approximately how often does the law firm use the services of a deputy sheriff? (N=86)

(a) daily **28%** (b) weekly **50%** (c) monthly **16%** (d) rarely **6%**

4. For each item listed below, the term *service of process* is used in its broadest sense, including service of writs, levy of executions, and performance of evictions, etc. Based on the experiences of your law firm with Connecticut deputy sheriffs during the past 12 months, please rate the deputy sheriffs on the characteristics listed below, using a scale of 1 to 4, with 1=poor and 4=excellent.

		<u>Poor</u>	<u>Fair</u>	<u>Good</u>	<u>Excellent</u>
N=85 (a)	Willingness of deputy sheriffs to perform all types of service of process work	5%	9%	48%	38%
N=84 (b)	Knowledge of deputy sheriffs about the procedures for all types of service of process work	2%	12%	52%	33%
N=85 (c)	Compliance by the deputy sheriffs who did work for your firm with statutory filing deadlines	0%	4%	42%	54%
N=84 (d)	Compliance by the deputy sheriffs who did work for your firm with all required procedures for service of process work (e.g., adequacy of return, correct use of abode versus personal service, performance of tenant eviction, etc.)	2%	12%	48%	38%
N=81 (e)	Compliance by the deputy sheriffs who did work for your law firm with statutorily established fee schedules	6%	4%	47%	43%

5. Are there any comments you would like to make about any aspect of the sheriffs system in Connecticut? 50 surveys contained written comments (a few expressed views on more than one aspect of the system); the comments are summarized below

keep the current system - 12 respondents

fees are too high for services rendered (e.g., copying charge when law firms make the copies) and/or the fees for the same work vary - 12

firm has established relationship with specific deputy sheriffs and only use them (often because of problems in the past with other deputies) - 8

a number of deputy sheriffs only want to do easy service of process work and/or are not capable of doing what is required - 5

specific actions of concern were cited (e.g., sloppy recordkeeping, retention of interest on executions collected, pressure to contribute to political campaigns, lack of training and supervision) - 4

allow more use of other process servers and/or indifferent persons - 4

deputy sheriffs without a regular relationship with a law firm (particularly those from outside a county) are reluctant to do work - 3

quality of service varies among counties - 2

eliminate sheriffs; reduce the powers of the high sheriffs - 2

change to civil service system - 1

APPENDIX D - Judicial Activity by County

APPENDIX D-F. Fairfield County Judicial Activity, State Fiscal Years 1991 and 1992.						
Type of Court	Cases Added FY 91	Cases Disposed FY 91	No. of Trials FY 91	Cases Added FY 92	Cases Disposed FY 92	No. of Trials FY 92
Judicial District Criminal Division (Parts A, B, & C)	870	1,118	103	875	813	83
Geographical Area Criminal Division (Part D)	29,057	27,504	NA	27,313	26,324	NA
Geographical Area Motor Vehicle Cases	47,489	47,005	NA	45,120	45,789	NA
Civil Division - cases on docket	16,594	15,065	563	15,112	17,542	265
Small Claims -- filings	14,442	NA	NA	12,951	NA	NA
Family Division - cases on docket	6,108	5,732	3,365	7,218	7,346	3,375
Superior Court: Juvenile Delinquency ["trials" columns = judicial dispositions]	3,388	3,565	2,046	3,164	3,157	1,843
Superior Court: Juvenile Non-delinquency ¹	843	869	NA	714	842	NA
Housing	4,789	4,552	NA	4,997	5,117	NA
TOTAL	123,580	105,410	4,031 ²	117,464	106,930	3,723 ²

APPENDIX D-H. Hartford County Judicial Activity, State Fiscal Years 1991 and 1992.						
Type of Court	Cases Added FY 91	Cases Disposed FY 91	No. of Trials FY 91	Cases Added FY 92	Cases Disposed FY 92	No. of Trials FY 92
Judicial District Criminal Division (Parts A, B, & C)	757	1,197	56	708	705	52
Geographical Area Criminal Division (Part D)	48,612	48,287	NA	45,077	44,181	NA
Geographical Area Motor Vehicle Cases	58,640	57,322	NA	52,156	54,949	NA
Civil Division - cases on docket	18,219	16,047	255	17,350	17,345	190
Small Claims -- filings	19,555	NA	NA	18,408	NA	NA
Family Division - cases on docket	7,027	6,925	4,601	7,490	8,151	2,408
Superior Court: Juvenile Delinquency ["trials" columns = judicial dispositions]	3,675	3,454	1,840	3,490	3,502	1,877
Superior Court: Juvenile Non-delinquency ¹	1,008	981	NA	974	864	NA
Housing	8,439	8,261	NA	8,330	8,337	NA
TOTAL	165,932	142,474	4,912 ²	153,983	138,034	2,650 ²

APPENDIX D-L. Litchfield County Judicial Activity, State Fiscal Years 1991 and 1992.						
Type of Court	Cases Added FY 91	Cases Disposed FY 91	No. of Trials FY 91	Cases Added FY 92	Cases Disposed FY 92	No. of Trials FY 92
Judicial District Criminal Division (Parts A, B, & C)	239	184	2	273	261	4
Geographical Area Criminal Division (Part D)	4,338	4,062	NA	4,014	3,799	NA
Geographical Area Motor Vehicle Cases	8,764	8,765	NA	6,594	6,194	NA
Civil Division - cases on docket	2,017	1,637	75	1,998	2,040	88
Small Claims -- filings	2,954	NA	NA	2,894	NA	NA
Family Division - cases on docket	975	909	620	1,108	1,134	654
Superior Court: Juvenile Delinquency ["trials" columns = judicial dispositions]	466	431	183	496	490	217
Superior Court: Juvenile Non-delinquency ¹	57	73	NA	64	61	NA
Housing	0	0	NA	0	0	NA
TOTAL	19,810	16,061	697 ²	17,441	13,979	746 ²

APPENDIX D-M. Middlesex County Judicial Activity, State Fiscal Years 1991 and 1992.						
Type of Court	Cases Added FY 91	Cases Disposed FY 91	No. of Trials FY 91	Cases Added FY 92	Cases Disposed FY 92	No. of Trials FY 92
Judicial District Criminal Division (Parts A, B, & C)	195	188	3	135	195	3
Geographical Area Criminal Division (Part D)	6,417	6,336	NA	5,513	5,113	NA
Geographical Area Motor Vehicle Cases	16,990	16,989	NA	13,634	13,952	NA
Civil Division - cases on docket	2,580	2,354	103	2,301	2,300	76
Small Claims -- filings	3,750	NA	NA	3,078	NA	NA
Family Division - cases on docket	1,164	1,187	749	1,134	1,242	592
Superior Court: Juvenile Delinquency ["trials" columns = judicial dispositions]	266	297	119	434	332	165
Superior Court: Juvenile Non-delinquency ¹	123	95	NA	102	111	NA
Housing	0	0	NA	0	0	NA
TOTAL	31,485	27,446	855 ²	26,331	23,245	671 ²

APPENDIX D-NH. New Haven County Judicial Activity, State Fiscal Years 1991 and 1992.						
Type of Court	Cases Added FY 91	Cases Disposed FY 91	No. of Trials FY 91	Cases Added FY 92	Cases Disposed FY 92	No. of Trials FY 92
Judicial District Criminal Division (Parts A, B, & C)	1,784	1,778	78	1,287	1,236	78
Geographical Area Criminal Division (Part D)	51,023	52,910	NA	48,325	47,130	NA
Geographical Area Motor Vehicle Cases	57,812	58,438	NA	52,732	52,439	NA
Civil Division - cases on docket	20,486	18,287	718	20,212	20,277	515
Small Claims -- filings	22,063	NA	NA	21,101	NA	NA
Family Division - cases on docket	7,281	7,095	3,677	8,013	8,304	3,345
Superior Court: Juvenile Delinquency ["trials" columns = judicial dispositions]	3,521	3,461	2,111	3,791	3,544	2,157
Superior Court: Juvenile Non-delinquency ¹	1,118	1,147	NA	980	968	NA
Housing	6,942	6,785	NA	7,109	7,370	NA
TOTAL	172,030	149,901	4,473 ²	163,550	141,268	3,938 ²

APPENDIX D-NL. New London County Judicial Activity, State Fiscal Years 1991 and 1992.						
Type of Court	Cases Added FY 91	Cases Disposed FY 91	No. of Trials FY 91	Cases Added FY 92	Cases Disposed FY 92	No. of Trials FY 92
Judicial District Criminal Division (Parts A, B, & C)	548	536	17	562	588	13
Geographical Area Criminal Division (Part D)	12,692	12,148	NA	12,788	11,673	NA
Geographical Area Motor Vehicle Cases	21,560	20,839	NA	19,260	19,176	NA
Civil Division - cases on docket	4,618	3,899	83	4,302	4,531	85
Small Claims -- filings	7,921	NA	NA	8,492	NA	NA
Family Division - cases on docket	2,310	2,210	1,377	2,295	2,309	1,280
Superior Court: Juvenile Delinquency ["trials" columns = judicial dispositions]	1,376	1,248	701	1,424	1,380	823
Superior Court: Juvenile Non-delinquency ¹	308	278	NA	310	298	NA
Housing	0	0	NA	0	0	NA
TOTAL	51,333	41,158	1,477 ²	49,433	39,955	1,378 ²

APPENDIX D-T. Tolland County Judicial Activity, State Fiscal Years 1991 and 1992.						
Type of Court	Cases Added FY 91	Cases Disposed FY 91	No. of Trials FY 91	Cases Added FY 92	Cases Disposed FY 92	No. of Trials FY 92
Judicial District Criminal Division (Parts A, B, & C)	114	140	6	121	126	5
Geographical Area Criminal Division (Part D)	3,284	3,170	NA	3,146	2,782	NA
Geographical Area Motor Vehicle Cases	13,123	13,644	NA	9,814	9,990	NA
Civil Division - cases on docket	1,875	1,599	83	1,894	1,982	65
Small Claims -- filings	1,644	NA	NA	1,672	NA	NA
Family Division - cases on docket	993	983	646	1,190	1,132	673
Superior Court: Juvenile Delinquency ["trials" columns = judicial dispositions]	567	652	282	561	511	244
Superior Court: Juvenile Non-delinquency ¹	194	187	NA	165	220	NA
Housing	0	0	NA	0	0	NA
TOTAL	21,794	20,375	735 ²	18,563	16,743	743 ²

APPENDIX D-W. Windham County Judicial Activity, State Fiscal Years 1991 and 1992.						
Type of Court	Cases Added FY 91	Cases Disposed FY 91	No. of Trials FY 91	Cases Added FY 92	Cases Disposed FY 92	No. of Trials FY 92
Judicial District Criminal Division (Parts A, B, & C)	177	155	3	141	133	4
Geographical Area Criminal Division (Part D)	4,684	4,272	NA	4,296	4,432	NA
Geographical Area Motor Vehicle Cases	8,003	7,819	NA	7,136	7,418	NA
Civil Division - cases on docket	1,251	1,104	34	1,225	1,259	25
Small Claims -- filings	1,725	NA	NA	2,283	NA	NA
Family Division - cases on docket	995	921	416	1,012	1,067	438
Superior Court: Juvenile Delinquency ["trials" columns = judicial dispositions]	534	534	256	468	452	221
Superior Court: Juvenile Non-delinquency ¹	194	201	NA	159	176	NA
Housing	0	0	NA	0	0	NA
TOTAL	17,563	15,006	453 ²	16,720	14,937	467 ²
¹ Includes neglect, termination of parental rights, revocation or extension of commitment cases. ² Does not include juvenile delinquency judicial dispositions.						
Source: Connecticut Judicial Branch Biennial Report, <i>Statistics</i> , 1990-1992.						

APPENDIX E. SUMMARY INFORMATION ABOUT COUNTY SHERIFF ASSOCIATIONS.

Name of association	Purpose of organization	No. of members	Dues for deputy sheriffs	Dues for special deputy sheriffs	Dues for others
The Fairfield County Sheriffs Association	<p><i>According to Constitution:</i> to promote and protect interests of members; maintain dignity of state courts; maintain and promote cordial relationship between members and the members of the state bar; promote friendship and unity of members, and acquaint them with all duties, laws, fees, procedures and other information necessary for performance of duties; promote cooperation and brotherhood among all peace officers; promote good will and provide service and education to citizens of the county and state</p> <p><i>According to Certificate of Incorporation:</i> uphold and defend constitutions of U.S. and Conn.; encourage education, knowledge, and appreciation for laws; perpetuate patriotism among citizens; inculcate sense of individual obligation to community, state, and nation; promote peace and good will on earth, and safeguard and transmit to posterity principles of justice, freedom, and democracy; promote social intercourse and fellowship among members; foster healthy interest in civic affairs of the state; develop good citizenship; and inquire into civic abuses and seek reformation thereof</p>	<p>47 members (deputy sheriffs) + 95 associate members (special deputy sheriffs) + 2 retired members</p>	<p>Established by Executive Bd - currently \$300 per year -- member; failure to pay insurance premiums within 30 days results in automatic surrender of authority to conduct business</p>	<p>Established by Executive Bd - currently \$100 per year -- associate member (no voting privileges, but may serve on committees and participate in debate); chief deputy sheriff is included in this category</p>	<p>retiree - no annual dues</p>
Hartford County Association of Deputy and Special Deputy Sheriffs, Inc.	<p><i>According to By-laws:</i> to promote and protect interest and welfare of members; maintain the dignity of Hartford County courts; maintain and promote cordial relationship between members and the members of the state bar, local and state officials, and all law enforcement personnel; promote friendship and unity of members, and acquaint them with all duties, laws, fees, responsibilities, and procedures pertaining to the office of the sheriff; and foster a cordial relationship between members and the general public</p>	<p>63 deputy sheriffs + 108 special deputy sheriffs</p>	<p>amount equal to twice base per diem rate special deputies earning on June 1 - currently \$200; people working as both types of sheriffs pay dep sheriff rate</p>	<p>amount equal to base per diem rate being earned June 1 - currently \$100 [Second vice president of assoc must be (and secy may be) a special deputy sheriff]</p>	<p>\$100/year; honorary deputy sheriffs do not have voting rights and cannot hold office</p>
Litchfield County Sheriffs' Association	<p>neither the Constitution nor By-laws specify overall organization role, but roles of committees include providing guest speakers for meetings, and promoting the welfare and public image of the sheriff's department</p>	<p>39</p>	<p>high sheriff, deputy sheriffs, and special deputy sheriffs are known as active members; effective FY 93, dues are voluntary -- previously, were \$24/year; membership fee is the price of the official badge</p>	<p>high sheriff, deputy sheriffs, and special deputy sheriffs are known as active members; effective FY 93, dues are voluntary -- previously, were \$24/year; membership fee is the price of the official badge</p>	<p>\$5/yr for honorary members; fee for badge is its cost; no voting rights and cannot hold office</p>

APPENDIX E SUMMARY INFORMATION ABOUT COUNTY SHERIFF ASSOCIATIONS

Name of association	Purpose of organization	No. of members	Dues for deputy sheriffs	Dues for special deputy sheriffs	Dues for others
Middlesex County Sheriff's Assoc., Inc.	<p><i>According to Rules and By-laws:</i> to support the office of the Middlesex County high sheriff by promoting good law enforcement programs and good citizenship through educational, charitable, and wholesome recreational activities</p> <p>same document indicates assoc. shall not attempt to influence legislation or be involved in political campaign for or against any candidate for public office</p>	239	only one membership category -- any U.S. citizen of voting age eligible; new members must be proposed by current member and submit application with 2 other members as references; application fee is \$60; dues (which are set by the Board of Directors) are currently \$30/year; deputy and special deputy sheriffs are exempt from application fee		
New Haven County Sheriff's Association	By-laws do not specify organizational role	55 deputy sheriffs + 125 special deputy sheriffs + 400 honorary deputies	\$30/month; must be paid member of Insurance Fund	\$15/month	\$15/month
New London County Sheriff's Association	neither the Constitution nor By-laws specify overall organization role, but roles of committees include initiating and planning fund raising projects, maintaining good public relations between the sheriffs association and the public, and planning programs for underprivileged groups	18 deputy sheriffs + 60 special deputy sheriffs	active members include regularly appointed deputies and the high sheriff -- deputy sheriffs pay \$60 per year and special deputy sheriffs pay \$40 per year		honorary members pay a minimum fee
Tolland County Sheriff's Association	<i>According to By-laws:</i> to establish good will and understanding between the sheriffs department and the citizens of Tolland County	48	any person appointed a deputy or special deputy sheriff is eligible for membership; current dues are \$50 per year; deputy sheriffs must also pay for their liability insurance at time they pay their dues; association may levy special assessments		
Sheriffs Association of Windham County, Inc.	does not have by-laws	32	all deputy and special deputy sheriffs are members; there are no honorary members		each person pays \$70 annually for activities related to the Windham County Sheriffs Department -- no specific amount is classified as dues for the association

APPENDIX E. SUMMARY INFORMATION ABOUT COUNTY SHERIFF ASSOCIATIONS.

Name of Association	Role of High Sheriff	Meeting schedule	Location of records	Frequency of audits
The Fairfield County Sheriffs Association	ex officio member of Exec Board and committees; with advice and consent of elected officers, has veto power over all actions of the association	Second Monday of month, except July, Aug, Dec; annual meeting in September (officers elected in June of odd-numbered years); special meeting at call of president or written request of 12 or more members	general records maintained by secy, financial records by treasurer	bi-annually in June of even numbered years
Hartford County Association of Deputy and Special Deputy Sheriffs, Inc.	ex officio member of the association, Executive Board and committees (as is the chief deputy sheriff); has a voice but not a vote	at least 6 meetings/yr; regular meetings at time/place decided by president/Exec Bd; annual meeting in June (officers elected for 4-yr terms); majority of Exec Bd or paid-up members may petition for special meeting	several locations	annually at the close of the fiscal year
Litchfield County Sheriffs' Association	high sheriff and/or chief deputy sheriff are ex officio members of all standing committees; approve honorary members	Fourth Wednesday of month, except July and Aug; annual meeting in June (officers elected annually at April meeting); Executive Committee can call special meetings	secy & treasurer keep respective records at home; copy of minutes at Sheriff's Dept.	annually
Middlesex County Sheriff's Association, Inc.	member of Bd of Dirs (as is chief deputy), Membership Investigating and Grievance Committees	annual meeting is last regular meeting in June (officers elected biennially); president may call special meetings	records are kept at the home of the treasurer	no recent audit has been done
New Haven County Sheriffs' Association	high sheriff and chief deputy (as well as the president) represent association at National Sheriffs Convention	Third Monday of each month (officers elected every 4 years at the June meeting following the election of the high sheriff); special meetings may be called at discretion of president or high sheriff	Courthouse in New Haven; treasurer and secretary also keep a copy	annually in June
New London County Sheriff's Association	approve (with the Executive Committee) applications of honorary members	meet monthly; annual meeting in June (officers elected annually)	Superior Court building in New London	no recent audit; records available for review
Tolland County Sheriffs Association	high sheriff and chief deputy represent association at National Sheriffs Convention	meet last Thursday of every month; annual meeting in June (officers elected annually); president or high sheriff can call special meeting	kept at courthouse in Vernon	no audit is done
Sheriffs Association of Windham County, Inc.	president (chief deputy sheriff is vice president)	hold periodic functions	check register kept in sheriff's office at Putnam courthouse	no audit is done

Source: In September 1993, the program review committee asked each county association to provide a copy of its by-laws, the names of the current officers, the number of members, the dues structure of the organization, the location where the records of the organization are maintained, and whether the funds of the organization are audited. Based on the information submitted by each county, the table above was prepared by program review committee staff.

APPENDIX F

Affirmative Action Data by County

Individual county tables present information about the racial and gender composition of the deputy sheriff and special deputy sheriff appointees, certain Department of Correction (DOC) employees, the working age (18-64) population in the county, and the number of individuals seeking employment in the protective services field. Percentages may not total 100 across all rows due to the rounding of individual percentages.

Definitions (from Commission on Human Rights & Opportunities regulations):

White (not of Hispanic origin) - person having origins in any of the original peoples of Europe, North Africa or the Middle East

Black (not of Hispanic origin) - person having origins in any of the Black racial groups of Africa

Hispanic - person of Mexican, Puerto Rican, Cuban, Central or South America or other Spanish culture or origin, regardless of race

Asian or Pacific Islander - person having origins in any of the original peoples of the Far East, Southeast Asia, Indian Subcontinent or the Pacific Islands. The area includes, for example, China, Japan, Korea, the Philippine Islands and Samoa.

American Indian or Alaskan Native - person having origins in any of the original peoples of North America, and who maintains cultural identification through tribal affiliation or community recognition.

Sources for the data in the tables are:

Rows 3, 4, and 5 -- correspondence from individual high sheriffs to the program review committee (August 1993)

Rows 6 and 7 -- Connecticut Department of Correction tables "Work Force by Labor Market Area [County], Occupational Category and Job Title as of August 31, 1993"

Row 8 -- Connecticut Data for Affirmative Action Plans, September 1993, Connecticut Labor Department

Row 9 -- Connecticut 1990 Census Complete Count Data - Part A, Profile 2 - Persons by Age, Race, Sex and Hispanic Origin, Connecticut State Data Center, Office of Policy and Management

APPENDIX F-F. Fairfield County Affirmative Action Data.

Category	Total Number	MALES					FEMALES				
		Wht	Blk	Hisp	Othr	Total	Wht	Blk	Hisp	Othr	Total
Deputy Sheriffs	48	83%	2%	2%	--	88%	13%	--	--	--	13%
Chief deputy and supervisory special deputies	7	71%	--	14%	--	86%	--	14%	--	--	14%
All other special deputy sheriffs	117	69%	12%	9%	--	86%	9%	3%	3%	--	14%
Full-time DOC corr capt & lieut	56	52%	18%	14%	2%	86%	5%	9%	--	--	14%
Full-time DOC corr officer	405	46%	25%	14%	1%	86%	4%	9%	1%	<1%	14%
Protective services job seekers*	319	46%	26%	15%	1%	88%	8%	4%	1%	0%	12%
Popula 18-64 years of age	530,452	42%	4%	4%	3%	49%	43%	5%	4%	3%	51%

* individuals registered with Connecticut State Job Service in Bridgeport, Danbury, Norwalk, and Stamford labor market areas, September 1993

APPENDIX F-H. Hartford County Affirmative Action Data.

Category	Total Number	MALES					FEMALES				
		Wht	Blk	Hisp	Othr	Total	Wht	Blk	Hisp	Othr	Total
Deputy Sheriffs	64	86%	9%	2%	--	97%	3%	--	--	--	3%
Chief deputy and supervisory special deputies	18	94%	--	--	--	94%	6%	--	--	--	6%
All other special deputy sheriffs	164	73%	12%	9%	--	93%	2%	2%	2%	--	7%
Full-time DOC corr capt & lieut	121	55%	19%	18%	--	92%	4%	3%	2%	--	8%
Full-time DOC corr officer	865	56%	21%	10%	<1%	88%	5%	7%	1%	--	12%
Protective services job seekers*	320	54%	24%	13%	1%	87%	8%	4%	1%	<1%	13%
Popula 18-64 yrs	539,814	41%	5%	4%	3%	49%	43%	5%	4%	3%	51%

* Individuals registered with CT State Job Service in Bristol, Htfd., and New Britain labor market areas, Sept. 1993

APPENDIX F-L. Litchfield County Affirmative Action Data.											
Category	Total Number	MALES					FEMALES				
		Wht	Blk	Hisp	Othr	Total	Wht	Blk	Hisp	Othr	Total
Deputy Sheriffs	17	71%	12%	--	--	82%	18%	--	--	--	18%
Chief deputy and supervisory special deputies	4	75%	--	--	--	75%	25%	--	--	--	25%
All other special deputy sheriffs	16	63%	--	--	--	63%	38%	--	--	--	38%
Full-time DOC corr capt & lieut	NA										
Full-time DOC corr officer	NA										
Protective services job seekers*	137	58%	16%	7%	0%	82%	14%	4%	1%	0%	18%
Popula 18-64 yrs	108,780	49%	1%	1%	1%	50%	49%	<1%	1%	1%	50%
* Individuals registered with CT State Job Service in Torrington and Waterbury labor market areas, Sept. 1993											

APPENDIX F-M. Middlesex County Affirmative Action Data.											
Category	Total Number	MALES					FEMALES				
		Wht	Blk	Hisp	Othr	Total	Wht	Blk	Hisp	Othr	Total
Deputy Sheriff	9	100%	--	--	--	100%	--	--	--	--	--
Chief deputy and supervisory special deputies	4	50%	25%	25%	--	100%	--	--	--	--	--
All other special deputy sheriffs	18	72%	6%	--	--	78%	22%	--	--	--	22%
Full-time DOC corr capt & lieut	NA										
Full-time DOC corr officer	NA										
Protective services job seekers*	43	70%	19%	2%	0%	91%	7%	2%	0%	0%	9%
Popula 18-64 yrs	93,024	47%	2%	1%	1%	50%	47%	2%	1%	1%	50%
* individuals registered with CT State Job Service in Lower River and Middletown labor market areas, Sept. 1993											

APPENDIX F-NH. New Haven County Affirmative Action Data.

Category	Total Number	MALES					FEMALES				
		Wht	Blk	Hisp	Othr	Total	Wht	Blk	Hisp	Othr	Total
Deputy sheriff	55	95%	6%	--	--	100%	--	--	--	--	--
Chief deputy and supervisory special deputies	9	67%	22%	--	--	89%	11%	--	--	--	11%
All other special deputy sheriffs	128	77%	11%	2%	--	89%	10%	1%	--	--	11%
Full-time DOC corr capt & lieut	75	55%	28%	5%	--	88%	3%	8%	1%	--	12%
Full-time DOC corr officer	742	53%	29%	8%	--	91%	3%	5%	1%	<1%	9%
Protective services job seekers*	252	52%	23%	9%	1%	85%	10%	4%	<1%	<1%	15%
Popula 18-64	503,624	42%	5%	3%	2%	49%	44%	5%	3%	2%	51%
* individuals registered with CT State Job Service in New Haven and Waterbury labor market areas, Sept. 1993											

APPENDIX F-NL. New London County Affirmative Action Data.

Category	Total Number	MALES					FEMALES				
		Wht	Blk	Hisp	Othr	Total	Wht	Blk	Hisp	Othr	Total
Deputy sheriffs	21	91%	--	--	--	91%	10%	--	--	--	10%
Chief deputy and supervisory special deputies	4	50%	25%	--	25%	100%	--	--	--	--	--
All other special deputy sheriffs	38	79%	5%	3%	--	87%	8%	3%	3%	--	13%
Full-time DOC corr capt & lieut	38	61%	5%	5%	--	74%	24%	3%	--	--	26%
Full-time DOC corr officer	411	54%	6%	4%	1%	65%	28%	6%	2%	--	35%
Protective services job seekers*	134	63%	11%	9%	1%	84%	14%	1%	1%	0%	16%
Popula 18-64	164,529	48%	3%	2%	2%	52%	44%	2%	2%	2%	48%
* individuals registered with CT State Job Service in New London-Norwich labor market area, Sept. 1993											

APPENDIX F-T. Tolland County Affirmative Action Data.											
Category	Total Number	MALES					FEMALES				
		Wht	Blk	Hisp	Othr	Total	Wht	Blk	Hisp	Othr	Total
Deputy sheriffs	16	81%	--	--	--	81%	19%	--	--	--	19%
Chief deputy and supervisory special deputies	3	100%	--	--	--	100%	--	--	--	--	--
All other special deputy sheriffs	15	87%	7%	--	--	94%	7%	--	--	--	7%
Full-time DOC corr capt & lieut	37	49%	24%	14%	--	86%	5%	5%	3%	--	14%
Full-time DOC corr officer	483	57%	29%	5%	1%	92%	4%	3%	1%	<1%	8%
Protective services job seekers*	247	49%	21%	13%	1%	85%	8%	6%	1%	0%	15%
Popula 18-64	88,138	48%	2%	1%	1%	51%	47%	1%	1%	1%	49%
* individuals registered with CT State Job Service in Hartford labor market area, September 1993 (Separate data are not available for Tolland, but 11 of the 13 towns in Tolland County are included in Hartford labor market area.)											

APPENDIX F-W. Windham County Affirmative Action Data.											
Category	Total Number	MALES					FEMALES				
		Wht	Blk	Hisp	Othr	Total	Wht	Blk	Hisp	Othr	Total
Deputy sheriffs	8	50%	--	--	--	50%	50%	--	--	--	50%
Chief deputy and supervisory special deputies	3	33%	--	--	--	--	67%	--	--	--	--
All other special deputy sheriffs	17	82%	6%	--	--	88%	12%	--	--	--	12%
Full-time DOC corr capt & lieut	14	71%	7%	7%	--	86%	14%	--	--	--	14%
Full-time DOC corr officer	93	82%	2%	3%	--	87%	13%	--	--	--	13%
Protective services job seekers*	50	76%	4%	6%	0%	86%	14%	0%	0%	0%	14%
Popula 18-64 yrs	63,267	48%	1%	2%	1%	49%	49%	1%	2%	2%	51%
* individuals registered with CT State Job Service in Danielson and Willimantic labor market areas, Sept. 1993											

APPENDIX G - Party Affiliation Data

APPENDIX G-1. October 1993 Connecticut Voter Registration Data, By County.					
County	Registered Voters	No. Democrats	No. Republicans	No. Unaffiliated	No. Other
Fairfield	461,363	149,012 (32%)	151,430 (33%)	159,125 (35%)	1,796 (.4%)
Hartford	483,774	225,468 (47%)	111,963 (23%)	145,581 (30%)	762 (.2%)
Litchfield	103,897	29,838 (29%)	32,959 (32%)	40,947 (39%)	153 (.2%)
Middlesex	89,979	31,370 (35%)	23,726 (26%)	34,755 (39%)	128 (.2%)
New Haven	454,896	178,951 (39%)	96,670 (21%)	178,993 (39%)	282 (.1%)
New London	133,982	44,829 (33%)	31,885 (24%)	57,065 (43%)	203 (.2%)
Tolland	70,884	23,681 (33%)	16,477 (23%)	30,662 (43%)	64 (.1%)
Windham	55,607	21,180 (38%)	12,797 (23%)	21,550 (39%)	80 (.1%)
TOTAL	1,854,382	704,329 (38%)	477,907 (26%)	668,678 (36%)	3,468 (.2%)
Source: 1993 Registration and Party Enrollment Statistics, Office of the Secretary of the State.					

APPENDIX G-2. Party Affiliations of Deputy Sheriffs, By County (December 1993).							
County (party affiliation of high sheriff)	No. of deputy sheriffs	Democrats	Republicans	Unaffiliated	Unclear*	Do not appear on list**	Info not available ***
Fairfield (Rep)	47	2 (4%)	22 (47%)	1 (2%)	—	3 (6%)	19 (40%)
Hartford (Dem)	64	51 (80%)	--	--	--	3 (5%)	10 (16%)
Litchfield (Rep)	17	6 (35%)	6 (35%)	--	--	4 (24%)	1 (6%)
Middlesex (Dem)	9	4 (44%)	--	2 (22%)	1 (11%)	2 (22%)	--
NHaven (Dem)	55	37 (67%)	--	--	1 (2%)	6 (11%)	11 (20%)
NLondon (Dem)	21	12 (57%)	--	--	1 (5%)	2 (10%)	6 (29%)
Tolland (Dem)	15	13 (87%)	--	--	--	2 (13%)	--
Windham (Dem)	8	4 (50%)	--	1 (13%)	--	3 (38%)	--
TOTAL	236	129 (55%)	28 (12%)	4 (2%)	3 (1%)	25(11%)	47 (20%)
<p>* In some towns, names were listed but party affiliation was not specified or the code was unclear.</p> <p>** Based on known addresses for these individuals, they have either recently moved to or from the address provided to the committee and are registered at a different address, OR they are not registered voters.</p> <p>*** The database used to prepare this table sorts information by address. Some street names could not be matched using the spelling given to the committee; in other cases, no home address was available.</p> <p>Source: Program review committee staff compilation from a computerized database of town voting lists.</p>							

APPENDIX G-3. Party Affiliations of Special Deputy Sheriffs, By County (December 1993).

County (party affiliation of high sheriff)	No. of special deputy sheriffs	Democrats	Republicans	Unaffiliated	Unclear*	Do not appear on list**	Info not available ***
Fairfield (Republican)	157	34 (22%)	60 (38%)	27 (17%)	2 (1%)	24 (15%)	10 (6%)
Hartford (Democrat)	224	147 (66%)	2 (1%)	7 (3%)	1 (.4%)	51 (23%)	16(7%)
Litchfield (Republican)	33	6 (18%)	10 (30%)	1 (3%)	--	9 (27%)	7 (21%)
Middlesex (Democrat)	35	20 (57%)	3 (9%)	5 (14%)	1 (3%)	5 (14%)	1 (3%)
New Haven (Democrat)	185	97 (52%)	8 (4%)	24 (13%)	5 (3%)	39 (21%)	12 (6%)
New London (Democrat)	56	22 (39%)	5 (9%)	10 (18%)	--	16 (29%)	3 (5%)
Tolland (Democrat)	21	10 (48%)	--	1 (5%)	2 (10%)	5 (24%)	3 (14%)
Windham (Democrat)	22	11 (50%)	--	5 (23%)	--	3 (14%)	3 (14%)
TOTAL	733	347 (47%)	88 (12%)	80 (11%)	11 (2%)	152(21%)	55 (8%)

* In some towns, names were listed but party affiliation was not specified or the code was unclear.

** Based on known addresses for these individuals, they have either recently moved to or from the address provided to the committee and are registered at a different address, OR they are not registered voters.

*** The database used to prepare this table sorts information by address. Some street names could not be matched using the spelling given to the committee; in other cases, no home address was available.

Source: Program review committee staff compilation from a computerized database of town voting lists.